

Junction City, Oregon

2013 Comprehensive Plan



This Comprehensive Plan Document is a compilation of the revised Chapters of the Comprehensive Plan that were adopted through the Periodic Review process and relevant Ordinances listed below. The Junction City Comprehensive Plan also includes supplemental studies and reports that are made part of this document by reference in the Appendices Section. This document and appendices were submitted to Oregon Department of Land Conservation and Development (DLCD) on January 31, 2014.

Relevant City Ordinances

Ordinance No. 1189 (March 24, 2009): An Ordinance Amending Junction City's Comprehensive Plan Text, Transportation System Plan Text and Adopting the Highway 99 Refinement Plan as a Refinement to the City's Transportation System Plan.

Ordinance No. 1190 (August 25, 2009): An Ordinance Amending Chapters 3 (Land Use) and 4 (Economic Development) of the Junction City Comprehensive Plan, and Adopting the Junction City Economic Opportunity analysis (EOA) as an Appendix to the Junction City Comprehensive Plan.

Ordinance No. 1191 (August 25, 2009): An Ordinance Amending the City of Junction City Comprehensive Plan Map Consistent with the Recommendations of the Junction City Economic Opportunities Analysis (EOA) and the Policies in Chapter 4 (Economic Development) of the Junction City Comprehensive Plan.

Ordinance No. 1202 (November 16, 2010): An Ordinance Amending the City of Junction City Comprehensive Plan Map Re-Designating Department of Corrections Property from Industrial to Public.

Ordinance No. 1212 (September 18, 2012): An Ordinance Amending Ordinance No. 830 Adopting the City of Junction City's Comprehensive Plan Text and Map (and as subsequently amended); and Amending Junction City Municipal Code Title 17, the City of Junction City's Zoning and Land Use Text and Map.

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Comprehensive Plan Organization

This section is copied from Section 3 of Chapter 3 Land Use Element.

Under Oregon's land use system, the Comprehensive Plan is the controlling land use document. The Junction City Comprehensive Plan includes:

- Goals, objectives and policies that serve as a guide for both public officials and the general public to define the direction, quality and quantity of future development and to evaluate decisions and weigh the possible effects on the future of the community;
- Functional plans (such as the Transportation System Plan, Public Facilities Plan, Parks and Open Space Plan, and Refinement Plans); and
- Background documents (such as the City's population projection, Economic Opportunities Analysis, Residential Buildable Lands Inventory, Local Wetlands Inventory and Commercial Building Inventory). Background documents do not include mandatory plan policies, but inform the text and policy direction found in the Comprehensive Plan.

In addition to functional plans, the primary means of carrying out the Comprehensive Plan are land use regulations such as zoning, annexation and subdivision ordinances. Other implementation tools (e.g. formation of an urban renewal or local improvement districts, facility master plans, impact or land use fee schedules, capital improvement programs, bond measures, or city budgets) can also provide information that is useful in developing the plan, providing background information for making planning decisions, or carrying out the Comprehensive Plan. However, there is no requirement that these documents be adopted *as part of* the Comprehensive Plan *unless* the City intends to apply them as review criteria for making legislative or quasi-judicial land use decisions.

A. Oversight by the Land Conservation and Development Commission

Once a plan or code document is "acknowledged" by LCDC, the City can rely on the document when making land use decisions. The Department of Land Conservation and Development (DLCD) is responsible for reviewing amendments to acknowledged plans and land use regulations. Amendments to Junction City's adopted and acknowledged Comprehensive Plan, functional plans, background documents, and implementing land use regulations.

- Must be adopted by ordinance; and
- Require notification to the Department of Land Conservation and Development.

Under Statewide Planning Goal 2 (Land Use Planning), documents that are not "part of" the comprehensive plan must be available to the public for review and comment and must be consistent with the Comprehensive Plan. However, there is no requirement that DLCD be notified of their amendment *unless* the City decides to incorporate a specific document into the plan.

Chapter 1: Citizen Involvement and Plan Review

Last updated: May 2010

I. History of Local Plans

The existing comprehensive plan adopted by the city in 1973 contains the following passage. The revisions contained in this planning document begin where that effort ended.

Although less than 4 years have passed since the adoption of the Junction City Comprehensive Plan, development of significant state and federal planning requirements and guidelines have necessitated a re-examination of the plan.

The regulation of land uses within Junction City began in 1953 with the adoption of Ordinance No. 333. The Euclidean form of land use controls through "an ordinance dividing the City of Junction City into districts may be put continues today. Although the city council appointed a seven member planning commission in September 1939, no formal land use controls existed until 1953 and decisions were made by committee rule with the final decisions vested in the city council.

II. Citizen Involvement

Legislation adopted in 1973 by the 57th Legislative assembly requires local jurisdictions to develop comprehensive plans in accordance with Statewide Planning Goals and Guidelines. Oregon Revised Statute Chapter 197 sets forth broad goals and objectives for comprehensive planning. These goals and guidelines were adopted on December 27, 1974 and became operative on January 1, 1975. The areas of statewide concern addressed in the goals must be addressed by each city and county. Initially, the local citizens groups formed to address the statewide planning goals was informed that these goals should be considered as guidelines.

When the statewide goals and guidelines became effective as many 75 Junction City area residents were actively involved in a review of the city's new planning efforts. However, at that time the comprehensive plan formulation was described as an effort to develop a tool to guide growth and not a rigid set of regulations.

The first of these goals is "to develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process." A Comprehensive Citizen Planning Committee will consist of the Planning Commission and three citizens who wish to participate. Organization of the committee consists of a chairman and secretary elected from the committee's membership. Technical support is provided by the city departments, and financial support is included in the city's budget.

All requests for committee decisions are received in written form. All actions on planning applications occur during a public hearing where opportunity is provided for social comment. The decisions and records of committee proceedings are maintained on an application basis and are available for public review.

As a result of the continuous interests of citizens in certain sectors of the city, the concept of neighborhood group participation in the planning has developed to the point where collective social comments will be considered for each land use application when it affects a particular area of the city.

In order to insure its continued effectiveness, Junction City will annually review the adopted policies designed to carry out a Citizen Involvement Program.

III. Periodic Review of the Planning Process

Bi-yearly review of the comprehensive plan text and map will occur after notification of all persons interested in offering comments during this review process. The Comprehensive Planning Committee, with the assistance of interested citizens, will review the plan and implementing ordinances at that time to insure that their policies are current and relevant.

Specific applications for changes in land use designation will occur in a timely, expeditious manner through the public hearing process.

Amendments shall be prepared by the committee when it deems such amendments as necessary for the continued usefulness of the plan. Such review will occur at the beginning of each calendar year when no amendments have occurred, and will be completed within a 90 day period.

The following federal, state, county, regional, and private organizations have offered comments in the past and will be offered the opportunity to offer comments in the future to plan amendments and during the annual review process.

IV. Federal, State, County, Regional, Local, and Private Agency Review

A. Federal

1. Department of Energy, Bonneville Power Administration.
2. Environmental Protection Agency, Oregon Operations Office, 522 SW 5th Street, Portland, Oregon.

The general administration of federal air and water quality standards which affect the operation of city public facilities through the,

- a. National Environmental Policy Act of 1969 (NEPA).
- b. Clean Air Amendments of 1970 (Public Law 91-604; 84 Statute 1709; 42 USC 1857h-7). This law governs short and long term effects of air pollution on public health and welfare.
- c. Clean Water Act (Public Law 95.12) and 1977 amendments.
3. Department of Agriculture.
 - a. Soil Conservation Service, 954 W 13th Ave., Eugene.
 - b. Farmers Home Administration, 211 E 7th Ave., Eugene.
4. Department of Transportation
 - a. Federal Aviation Administration, General Aviation Administration, Mahlon-Sweet Airport Eugene, Oregon.
 - b. Federal Highway Administration, 1411 Main Street, Springfield, Oregon.

B. State

1. Department of Environmental Quality, Willamette Valley Region, 16 Oakway Mall, Eugene.
2. Department of Transportation, Highway Division, Region 3, P.O. Box 1128, Roseburg, Oregon, 97470.

The Department of Transportation is responsible for the administration of the,

- a. Highway Division, Six Year Highway Improvement Program, as adopted by the Oregon Transportation Commission on March 25, 1980.
- b. Parks and Recreation Division, Statewide Comprehensive Outdoor Recreation Plan; reference,
 1. Outdoor Recreation Demand bulletin.
 2. Outdoor Recreation Supply bulletin.
 3. Outdoor Recreation Needs bulletin.
3. Lane County Boundary Commission, 125 East 8th Avenue, Eugene.
4. Department of Economic Development, Salem, Oregon.
5. Public Utility Commissioner, Labor and Industries Building, Salem, Oregon, 97310.
6. Water Resources Department, Salem, Oregon.

7. Department of Land Conservation and Development, 1175 Court Street, NE, Salem, Oregon, 97310.

C. County

1. Lane County Department of Public Works, 3040 N. Delta Highway, Eugene, Oregon, 97401. This agency is responsible for several county roads located within the city limits of Junction City as well as those roads located outside of the city limits but within the City's Urban Growth Boundary.
2. Lane County Department of Environmental Management, 125 East 8th Avenue, Eugene, Oregon, 97401. This agency through the following divisions is responsible for land use planning, solid waste management, and issuance of subsurface sewage disposal permits within the City's Urban Growth Boundary as well as the rest of Lane County.
 - a. Division of Planning. This agency is responsible for daily implementation of the Willamette-Long Tom Subarea Comprehensive Land Use Plan. This subarea plan contains the City of Junction City.
 - b. Division of Water Pollution Control and Environmental Health. This agency is responsible for monitoring the community water systems located within the City's Urban Growth Boundary as well as monitoring the functions of subsurface sewage Management. This agency is responsible for the countywide solid waste disposal program under the Lane County Solid Waste Management Plan adopted in 1979.
3. Lane County Department of Public Safety. This agency is responsible for providing police protection to the people and homes located outside the city limits but within the City's Urban Growth Boundary.

D. Regional Agencies

1. Lane Regional Air Pollution Authority, 16 Oakway Mall, Eugene. It is the responsibility of this agency to restore and maintain the quality of air resources of the territory in a condition as free from air pollution as is practicable, and consistent with the overall welfare of the territory. Junction City is located within Air Pollution Control Area "C" (Core area) as described in the rules and regulations for LRAPA.
2. Lane Council of Governments, 125 East 8th Avenue, Eugene, Oregon, 97401. An association of cities within Lane County. Its responsibilities include LCDC local review, grant application for regional projects and programs, and local coordinating agency for OMB A-95 review.
3. Lane Transit District (LTD). This agency is responsible for providing bus service to the Junction City area and is funded in part through an employer tax.

E. Local Agencies

1. Junction City School District No. 69J, 451 Maple Street, Junction City, Oregon, 97448.

2. Junction City Water Control District, 436 Ivy Street, Junction City, Oregon, 97448.
3. Junction City Rural Fire Protection District, 150 W. 7th Avenue, Junction City, Oregon, 97448.

F. Private Organizations

1. The Oregon Business Planning Council, 1178 Chemeketa NE, Salem, Oregon, 97301.
2. 1000 Friends of Oregon, 400 Dekum Building, 519 SW Third Avenue, Portland, Oregon, 97204.
3. Oregon Manufactured Housing Dealers Association, Suite 203, 3850 Portland Road NE, Salem, Oregon, 97303.
4. Greater Junction City Area Chamber of Commerce, P.O. Box 401, Junction City, Oregon, 97448.

G. City Land Use Controls

1. Junction City Subdivision Ordinance No. 502 1/2, revised January, 1981. *[Note: This ordinance has been repealed. Current Junction City Subdivision Ordinance is Ordinance 809.]*
2. Junction City Zoning Ordinance No. 381, revised February, 1982. *[Note: This ordinance has been repealed. Current Junction City Zoning Ordinance is Ordinance 950.]*
3. Junction City Flood Hazard Ordinance No. 698, adopted May, 1977. *[Note: This ordinance has been repealed. Current Junction City Zoning Ordinance is Ordinance 1063.]*
4. Junction City Ordinance No. 765 and Ordinance No. 767 adopting systems development charges.
5. Junction City Ordinance No. 805, establishing rules for conducting of quasi-judicial hearings, revised October, 1980.
6. Junction City Ordinance No. 726 adopting the City's Comprehensive Plan Text and Map, April 1978. *[Note: Ordinance 726 was superseded by Ordinance 830.]*
7. Junction City Ordinance No. 774, revising the Comprehensive Plan Text, adopted September, 1979. *[Note: Ordinance 774 was superseded by Ordinance 830.]*

Chapter 2: Environmental Element

Last Updated: Adopted September 18, 2012 – Junction City Ordinance 1212

Acknowledged by DLCD August 9, 2013 – Order 001840

I. Physical Geography

Junction City is situated in the Willamette Valley plain between the Willamette and Long Tom Rivers.

A. Soils.

Area soils consist predominantly of silty clay loam. Much of the areas south and east of Junction City has a seasonally high water table and soils with moderately slow permeability. Ribbons of gravelly silt loam are typical along the banks of the drainageways. Engineering constraints included soils with high shrink-swell potential and low permeability.

B. Groundwater.

The water table is generally within 20 feet of the land surface at most times of the year and extends above the ground surface in some local areas, particularly in winter along the minor streams and seasonal wetlands. Recharge for these aquifers is from precipitation, while discharge is to the alluvial water body and to streams. Movement is generally in the northerly direction, with a small component flowing toward the center of the valley. Both permeability and flow rates in the alluvium tend to decrease with depth. A broad groundwater divide within the older alluvium occurs along the line of the Southern Pacific Railroad from Junction City to Eugene. East of the rail line much of the groundwater flows northward and slightly eastward into the permeable younger alluvium, eventually discharging into the Willamette River during periods of low water. West of the rail line, the principal flow direction is northwestward along the Amazon Drain and then northward - eventually entering the younger alluvium and the river at a point somewhere between Junction City and Monroe. The drain also receives groundwater inflow from the Coast Range foothills to the west.

C. Flooding.

Historically, flooding was common in the Junction City area. Two significant changes are decreasing the frequency of major flooding. First, increasing numbers of reservoirs have been built along the main tributaries of the Willamette River. Second, channel degradation, the lowering of the mean river bed elevation, has been taking place along the Willamette River and the lower reaches of the major tributaries. The effect of degradation has been to lower the water level of the major floods. The city has adopted a Flood Hazard Area Management Plan which prohibits construction of buildings within floodway channels. Junction City Ordinance No. 1063 protects life and property from flood hazards.

D. Air Quality.

Air quality in the Junction City area is monitored and regulated by the Lane Regional Air

Pollution Authority (LRAPA). Local air quality impacts created by slash and field burning and by intrusion of malodorous substances from the Eugene-Springfield area. Junction City addresses noise pollution by implementing noise standards developed by the Department of Environmental Quality and included in the City's nuisance ordinance.

E. Natural Vegetation.

Natural vegetation within the city's urban growth boundary consists of three separate categories: riparian communities, grasslands, and oak woodlands. Riparian vegetation most frequently occurs along streams and rivers and usually forms a dense narrow bend near an old shore line. Willow, cottonwood, and alder trees are most prevalent in these areas. This vegetative habitat is very valuable in that it provides food, cover, and resting opportunities for a great variety of animal species. The grassland habitat includes irrigated and non-irrigated agricultural foliage and croplands. Local grasslands are used to graze domestic livestock. Oak woodlands consist of white and black oak groves. Two large groves are located on public property.

II. Wetlands and Stream Corridors

Surface waters include minor streams, wetlands and natural or artificial lakes. The minor streams include two seasonal channels for Flat Creek and two seasonal channels for Crow Creek, both flowing in a northwesterly direction. Flat Creek is an overflow channel of the Willamette River with the two branches that flow through the City: Channels F1 and F1b.

Junction City has completed a Local Wetland Inventory (August 2011) for land within its Urban Growth Boundary. The Junction City area has high concentrations of hydric soils that are highly indicative of wetlands, especially west and south of the City. The Local Wetland Inventory inventoried 14 wetlands. Of these inventoried wetlands, all but one met the state criteria for "locally significant wetlands". These 13 locally significant wetlands, totaling approximately 263 acres, are further described in the Local Wetland Inventory. The City has chosen to provide local protection (beyond the requirements of state and federal law) to defined channels within the City and to several high quality wetlands as identified in the City's economic, social, environmental and energy consequences (ESEE) analysis. In addition, Junction City is committed to working closely with developers and the Department of State Lands (DSL) to identify and mitigate for impacts from wetland development.

III. ESEE Consequences Analysis

In 2000, as part of a plan amendment and master planning process for the 320-acre Oaklea site, the City applied a new Open Space plan designation and Stream Corridor and Wetland District to protect Crow Creek and delineated wetland areas. Areas identified on the master plan and Comprehensive Plan map as protected wetlands and agricultural buffer areas shall remain protected by the Open Space plan designation and the terms of the approved master plan.

The 2009 Economic Opportunities Analysis described the site requirements of targeted types of employment and compared these requirements with suitable employment sites within and immediately outside the Junction City UGB. Based on this analysis, it became clear that some of Junction City's best employment sites (i.e., those located along Highway 99W) were highly constrained by land by wetlands. Evidence provided by the Department of State Lands (DSL) confirmed a high correlation between hydric soils and delineated wetlands in and around Junction City. Moreover, the areas without hydric soils (land to the north and east of the existing UGB) are more likely to have higher value agricultural soils because these areas are relatively well-drained.

After considering economic, social, environmental and energy (ESEE) consequences of alternative policy options, the City decided to protect defined channels within the City, several high quality wetlands, as well as approved wetland mitigation sites from most development impacts. However, in order for Junction City to provide suitable employment sites and buildable residential land within the existing UGB, the City determined that local protection was not appropriate for three relatively low quality wetlands identified in the 2012 ESEE analysis. The City would then rely on DSL and Army Corps of Engineers programs to mitigate for adverse development impacts.

ESEE Conclusion:

The 2012 ESEE Analysis concluded that local protection should be afforded to five relatively high quality wetlands. However, only portions of Wetland FC-01 (Oaklea) that are now protected by the Open Space/Wetland plan designation that were not otherwise designated for bike path purposes (or by conditions of land use approval) are included in this recommendation. The remaining wetlands west of Oaklea Road and east of Flat Creek would be subject only to DSL regulation. In addition, the ESEE analysis concluded that local protection should be afforded to five relatively low quality wetlands to protect the open water aesthetic and flood control qualities. Because of identified adverse economic impacts, the 2012 ESEE Analysis recommended relying solely on DSL to review impacts from filling and removing the remaining three relatively low quality wetlands identified on the Local Wetlands Inventory.

IV. Environmental Policies

A. Junction City shall rely on its Floodplain Ordinance to ensure that most types of construction are prohibited in the floodway and strictly limited within the 100-year flood plain.

B. Junction City will coordinate with the Department of Environmental Quality to ensure that state and federal air, water and land resource quality is maintain and enhanced.

C. The Open Space/Wetlands Comprehensive Plan Map designation is intended to apply to stream corridors, relatively high quality wetlands, and other areas that will remain in long-term open space use – regardless of whether the land is privately or publicly owned.

1. The boundaries of the Open Space designation may be adjusted to reflect the actual location of the protected space.

2. The Open Space designation shall continue to apply to the Oaklea property as called for in the Oaklea Master Plan (2000).

D. Prior to the issuance of a land development permit for any site listed on the City's Local Wetland Inventory, the City shall refer the request to DSL and the Army Corps of Engineers for their review and comment.

E. Junction City shall apply the Wetland Resources Overlay District (WRD) to wetlands identified for local protection in the 2012 ESEE Analysis and to wetland mitigation sites approved by the Division of State Lands.

F. Junction City shall provide no local protection for three relatively low quality wetlands and a portion of the FC-01 wetland as identified in the 2012 ESEE Analysis and will rely on DSL to regulate wetland development within locally significant wetlands that are not protected by the WRD.

Chapter 3: Land Use Element

Last Updated: Adopted September 18, 2012 – Junction City Ordinance 1212
Acknowledged by DLCD August 9, 2013 – Order 001840

I. Introduction

This chapter and Chapter 4 (Economic Element) were updated in 2012 to remove outdated, repetitive and extraneous information and to incorporate new and relevant information and policy. This chapter:

Describes the relationships that exist among Junction City's Comprehensive Plan land use designations and implementing zoning districts;
Explains the relationships among the Junction City Comprehensive Plan, adopted functional plans, background documents to the Comprehensive Plan, and implementing land use regulations; and
Sets forth annexation policies.

II. Comprehensive Plan Map Designations and Implementing Zoning Districts

It is important to insure consistency between the Comprehensive Plan text, map and implementing zoning districts.

The land use categories mapped on the Comprehensive Plan Land Use Map are:

- *Low-Density Residential* – single-family residential uses at a typical density of one to eight dwelling units per acre for detached residential structures. Additional density may be achieved through a Planned Unit Development.
- *Medium-Density Residential* – detached and attached residential uses at a typical density of 8 to 12 dwelling units per acre.
- *High-Density Residential* – detached, attached, or stacked residential uses at a typical density of 12 or more dwelling units per acre.
- *Commercial/Residential* – areas where both commercial and high-density residential uses are allowed. Uses may be allowed individually or within the same building.
- *Commercial* – may include retail, office, and/or multifamily uses, depending on the location. Retail uses are those which provide goods and/or services directly to the consumer, including service uses not usually allowed within an office use. Commercial areas can range in size and function from small residential markets serving the immediate neighborhood to a regional commercial center.
- *Industrial* – uses predominantly connected with manufacturing, assembly, processing, wholesaling, warehousing, distribution of products, and high technology.
- *Open Space/ Wetlands* – natural or landscaped areas used to meet active or passive recreational needs, protect environmentally sensitive areas, and/or preserve natural landforms and scenic views.
- *Public* – Public uses and facilities such as schools and government facilities.

The following land use categories shall be implemented by the appropriate zoning district as indicated below:

Table 3-1 Comparison of Land Use Categories and Zoning District

Land Use Categories		Zoning Districts	
Low Density Residential	L	Single Family Residential	R1
Medium Density Residential	M	Duplex Family Residential	R2
High Density Residential	H	Multi-Family Residential	R3
	H	Multi-Structural Residential	R4
Commercial/Residential	CR	Commercial/Residential	CR
Commercial	C	Central Commercial	C2
		General Commercial	GC
Industrial	I	Light Industrial	M1
		Heavy Industrial	M2
Open Space/Wetlands*	OS/W	Base Zone	
		Wetland Resource Overlay District *	WRD
Public	PL	Public Land	PL

*The Open Space/Wetlands designation and Wetland Resource Overlay Zone District are meant to represent the wetlands identified and described in the Local Wetland Inventory Report for Junction City, Oregon dated August 2011. Property that is within the Wetland Resource Overlay Zone District is subject to the Wetland Resources Overlay District standards found in the Junction City Municipal Code (JCMC) Chapter 17.60.

III. Comprehensive Plan Organization

Under Oregon's land use system, the Comprehensive Plan is the controlling land use document. The Junction City Comprehensive Plan includes:

- Goals, objectives and policies that serve as a guide for both public officials and the general public to define the direction, quality and quantity of future development and to evaluate decisions and weigh the possible effects on the future of the community;
- Functional plans (such as the Transportation System Plan, Public Facilities Plan, Parks and Open Space Plan, and Refinement Plans); and
- Background documents (such as the City's population projection, Economic Opportunities Analysis, Residential Buildable Lands Inventory, Local Wetlands Inventory and Commercial Building Inventory). Background documents do not include mandatory plan policies, but inform the text and policy direction found in the Comprehensive Plan.

In addition to functional plans, the primary means of carrying out the Comprehensive Plan are land use regulations such as zoning, annexation and subdivision ordinances. Other implementation tools (e.g. formation of an urban renewal or local improvement districts, facility master plans, impact or land use fee schedules, capital improvement programs, bond measures, or city budgets) can also provide information that is useful in developing the plan, providing background information for making planning decisions, or carrying out the Comprehensive Plan. However, there is no requirement that these documents be adopted as *part of* the Comprehensive Plan *unless* the City intends to apply them as review criteria for making legislative or quasi-judicial land use decisions.

A. Oversight by the Land Conservation and Development Commission

Once a plan or code document is “acknowledged” by LCDC, the City can rely on the document when making land use decisions.¹

The Department of Land Conservation and Development (DLCD) is responsible for reviewing amendments to acknowledged plans and land use regulations. Amendments to Junction City’s adopted and acknowledged Comprehensive Plan, functional plans, background documents, and implementing land use regulations.

- Must be adopted by ordinance; and
- Require notification to the Department of Land Conservation and Development.

Under Statewide Planning Goal 2 (Land Use Planning), documents that are not “part of” the comprehensive plan must be available to the public for review and comment and must be consistent with the Comprehensive Plan. However, there is no requirement that DLCD be notified of their amendment *unless* the City decides to incorporate a specific document into the plan.

¹ The Land Conservation and Development Commission (LCDC) has acknowledged the Junction City Comprehensive Plan and appendices, November 19, 1982, together with amendments on February 17, 2010 and the updated Transportation System Plan, and implementing land use regulations as complying with the Statewide Planning Goals in 2000.

IV. Annexation Objectives and Policies

In order to obtain any city services a property must be annexed to the city. Also included in the definition of annexation is delayed effective date annexation, as allowed by state law. Property subject to a delayed effective date annexation may obtain city services.

A. Contiguous Annexation Policy

The city shall review annexation requests to ensure that they comply with Ordinance No. 1182 and all of the following:

1. The proposed annexation must be within the urban growth boundary (UGB); land that is inside the UGB of an acknowledged plan is consistent with statewide planning goals.
2. The development of the property must be compatible with the rational and logical extension of utilities and roads to the surrounding area.
3. Public facilities and services must be able to be provided in an orderly and economic manner.
4. The annexation must be in conformance with Oregon state law and this plan.

V. Urbanization

B. General

It is a goal of this plan to establish an Urban Growth Boundary with sufficient amounts of urbanizable land to accommodate projected city expansion needs. The City shall promote land use and development patterns that sustain and improve quality of life, maintain the community's identity, and meet the needs of existing and future residents for housing, employment, and parks and open spaces.

C. Residential Land Use

The City has a mix of residential land densities and types to meet the varying needs for different housing. The City encourages the utilization of existing vacant or partially vacant lots to promote a more compact urban growth form. The City also encourages the compatible integration of different land uses such as single- and multi-family dwellings, and mixed use residential/commercial buildings through the development and use of development standards. Chapter 9 of the Comprehensive Plan and accompanying appendices of the Comprehensive Plan identify the City's residential land needs in more detail.

D. Commercial Land Use

Dating back to the City's 1980 Comprehensive Plan, there has been an identified shortage of larger parcels. In recognition of this demand, the 1980 Comprehensive Plan contained the following language: "A city-wide inventory of lands designated for future commercial land use includes an adequate number of vacant lots in the 5,000 to 10,000 sq. ft. area category. However, the site selection for larger parcels is extremely limited while the demand has been high enough to cause some businesses to locate elsewhere. Testimony offered by members of the local Board of Realtors and Safeway Stores, Inc., indicate the need to conserve commercial lands in larger parcels. The need for larger parcels is further emphasized when the constraint of mid-block alleys containing utility lines serving lots along Ivy Street limits the size of buildings." The lack of sites near the downtown area resulted in policy direction in the 1980s to study areas south of the 1980 urban growth boundary near Highway 36 for possible inclusion in the city's boundary. The needs identified in the 1980s continue to be a challenge that has not been successfully addressed.

Specifically, the lack of sites to accommodate a commercial center where office, service, and retail businesses could locate on one larger site continues to be a challenge that the City seeks to address in order to meet its commercial land needs. Chapter 4 of the Comprehensive Plan and accompanying appendices of the Comprehensive Plan identify this land need in more detail.

In order to promote the land use and development patterns that will enable the City to provide a commercial center, the City has established the following goals:

It is a goal of this plan to provide depth (distance) to the commercial areas along the major arterials serving the business areas.

It is a policy of this plan to permit the division of larger parcels when a need exists based upon the unavailability of parcels of a smaller size in other parts of the city.

It is a policy of this plan to permit the division of land into smaller parcels when a need exists based upon an immediate use.

It is a policy of this plan not to permit the division of larger parcels of commercial land into smaller parcels for speculative purposes.

D. Public Utility Extension Policies

One of the factors considered in designating additional lands between the two railroads for future industrial use is the availability of access to those major transportation modes as well as direct access to U.S. Highway 99. As transportation costs continue to rise, the services such as trucking and rail will continue to increase as an economy measure.

It is a goal of this plan to utilize existing transportation facilities to their maximum possible extent by existing and future industrial uses.

As an implementing measure:

It shall be the policy of this plan to encourage industry needing rail access to locate adjacent to existing rail lines and rail spurs. Industry not needing rail access will be required to provide the necessary rights-of-ways to other parcels or industries located on adjoining lots.

The transportation facilities within the Junction City Urban Growth Boundary have developed drainage facilities to support the structures used by different transportation systems.

Proper storm drainage systems exist throughout the city's 1977 UGB and located between the two railroads is adequately drained by an open drainage system suitable for industrial site use.

a. Wastewater disposal

The State of Oregon has incorporated in the Statewide Water Quality Plan a long range planning goal to require industrial users of municipal wastewater disposal systems to develop their own disposal systems.

The Public Facilities Element of this plan describes the city's involvement in construction facilities specifically designed for and used by industrial users. Such systems may be developed adjacent to the industrial users or adjacent to the existing municipal system.

A portion of the capacity of the existing municipal wastewater treatment facility has been used by industrial users. As the larger

industrial users discontinue using the system for industrial wastes, greater capacity can be allocated to other land uses.

b. Water service and capacity for industrial use

The city has adequate water service capacity to serve future industrial growth. The 1980 facilities study includes a section of the city's capabilities to serve all areas within the urban growth boundary.

1. **Water service to industrial in the growth boundary.** Water service to industrial users in the southerly extent of the UGB may be difficult and expensive to reach with the city's system and may necessitate the construction of separate facilities within a local improvement district.

It is the goal of this plan to provide adequate capacity, transmission lines and pressure to a water system specifically designed for and used by industry.

c. Implementation of goals to develop an industrial service system for sewer and water facilities.

The actual fulfillment of the goals to provide water and sewer services to industrial users through the formation of local improvement districts will be a capital intensive program. However, this is a 20 year plan and the methods available to finance those costs could be by,

1. Special revenue bonds.
2. Special serial levy by a port district.
3. Use of state industrial revenue bonds.

The methods used to finance large scale improvements could involve a joint effort between industry, the county, the state, and the city.

VI. Population Growth Projections

A. Junction City UGB

Lane County adopted “county coordinated” population forecasts in June 2009.² The county figures include a forecast for the Junction City UGB. That forecast includes assumptions about population residing in the state facilities (e.g., the prison and hospital) proposed to be built in the Junction City UGB. The adopted figures show a 2011 population of 7,194 persons and a 2031 population of 13,286. This results in a forecast for 6,092 new persons, or an increase of about 85% for the 20-year period. This results in an average annual growth rate of 3.1%.

B. Growth Rate Goals and Policies

The city's anticipation that it will continue to grow at a sustained rate must be matched by its willingness to provide buildable lands and public facilities more than adequate to sustain the present growth rate. Although specific land use categories contain similar goals, in general it is,

A goal of this plan to provide an adequate amount of buildable lands to sustain growth in all sectors of the community.

An implementation method will be to review the amount absorbed by new uses in each land use category. Changes in the boundaries of specific land use

² Lane County adopted the population in the *Lane County Rural Comprehensive Plan General Plan Policies 1984*, adopted June 2009.

categories or the urban growth boundary will be made using the review method outlined in the Citizens Involvement Element.

Chapter 4: Economic Development Element

Last Updated: Adopted September 18, 2012 – Junction City Ordinance 1212

Acknowledged by DLCD August 9, 2013 – Order 001840

I. Introduction

The global economy is evolving. Nationally, this is reflected in changes over the last 30 years that have affected the composition of Oregon's economy, including Lane County and Junction City. At the national level, there has been a pronounced shift in employment from manufacturing to services. In Oregon, including Lane County and Junction City, this shift is evident in the transition from a timber-based economy to a more diverse, service-based economy. While the manufacturing sector will continue to be an important part of the County's economy, service industries like health care and government will play an increasingly important role, especially in Junction City.

When Junction City adopted its comprehensive plan and urban growth boundary (UGB) in 1982, the City had a vision of a balanced community – a community characterized by a solid employment base, a thriving retail and service core, and attractive, livable neighborhoods.

To help realize this vision, the City included large tracts of industrial land to meet two types of anticipated needs: rail-dependent industrial at the upper end of the "Industrial Triangle" and high technology industrial at the west end of town. The Land Use Element of Junction City's Comprehensive Plan documented the lack of large commercial parcels: "...the site selection for larger parcels is extremely limited while the demand has been high enough to cause some businesses to locate elsewhere. Testimony offered by members of the local Board of Realtors and Safeway Stores, Inc., indicate the need to conserve commercial lands in larger parcels. The need for larger parcels is further emphasized when the constraint of mid-block alleys containing utility lines serving lots along Ivy Street limits the size of buildings."

In the early 1980's, however, there was little awareness at the state or local level that Junction City's wetlands would severely limit planned urban development and provide open space and recreational opportunities. The notion of attracting two major state institutions was not a consideration. Junction City saw relatively little development until the 1990s, when Country Coach relocated at the northern end of the rail industrial area and new residential development occurred east of Oaklea Drive.

It is clear today that Junction City's overall vision is being realized – but in ways that were not fully imagined at the time.

In the early 1980s, Junction City made economic development a foundation of its 20-year comprehensive plan. Although the City's efforts to attract major "high tech" development were not successful, Junction City was effective in bringing manufacturing, retail and service jobs to the community. The City's decision to include the southern

industrial area within the Junction City UGB failed to attract large manufacturing firms, but allowed the City to be competitive in bringing major new employment to Junction City in the 21st Century.

In 2008 Junction City began work on a comprehensive update of this chapter based on Statewide Planning Goal 9 (Economy of the State) and an “economic opportunities analysis” (EOA) prepared by ECONorthwest. This update was occasioned by the opportunity to attract three major new employers to the community: a state hospital, a state corrections facility and a major food processing firm. All found large, flat sites along Highway 99, south of the historic community with excellent highway and rail access. These new employers are vital to Junction City’s economy, especially since Country Coach (formerly the community’s largest employer) recently downsized to 100 employees.

While economic conditions have recently changed dramatically, agriculture continues to be important in Lane County’s economy and agricultural-related industries continue to provide economic opportunities for Junction City. In 2007, Lane County had approximately \$131 million in total gross sales from agriculture, a nearly 50% increase over the \$88 million in total gross sales in 2002. The top five agricultural products in Lane County in 2007 were: Nursery and greenhouse; fruits, tree nuts, and berries; poultry and eggs; milk and dairy; and cattle and calves. The agricultural products that had the largest increase in sales between 2002 and 2007 were nursery and greenhouse (increase of \$11.8 million or 56%) and fruits, tree nuts, and berries (increase of \$7.1 million or 107%).

While it is important to provide opportunities for new industrial and commercial employment in Junction City, it is equally important to provide an environment where existing businesses thrive. For this reason, the Economic Development Element includes strong policies to provide the services, community support and infrastructure needed to retain existing employers in the community.

This chapter includes two sections:

- “Background Information” derived from the revised 2009 EOA; and
- “Economic Development Policy” section that carries out the “Economic Development Strategy” described in the revised 2009 EOA.

This chapter replaces, in its entirety, the previous Economic Development Element of the Junction City Comprehensive Plan.

II. Background Information

The “Background Information” provided below summarizes some of the key findings of the Junction City Economic Opportunities Analysis by including a summary of:

- Junction City’s Comparative Economic Advantages;
- Projected Employment Growth;
- Targeted Employment Opportunities;
- Employment Site Needs;
- Employment Land Need and Supply Comparison (2009); and
- Redevelopment Potential.

A. Junction City’s Comparative and Competitive Advantages

The primary factors affecting future economic development in Junction City include its location within the Willamette Valley, availability of transportation facilities and other public facilities, quality and availability of labor, and quality of life. Economic conditions in Junction City relative to these conditions in other portions of Lane County and the southern Willamette Valley form Junction City’s comparative advantage for economic development. Junction City’s comparative advantages have implications for the types of firms most likely to locate and expand in Junction City.

Key local factors that form Junction City’s comparative advantage are summarized below:

- **Location.** Junction City’s location, proximity to agricultural activities, access to Highway 99, access to multiple rail lines, and proximity to Eugene and Springfield are primary comparative advantages for economic development in Junction City. These factors may make Junction City attractive to businesses, especially those wanting to locate in the Eugene-Springfield region.
- **Buying Power of Markets.** The buying power of Junction City and the Eugene-Springfield area forms part of Junction City’s comparative advantage by providing a market for goods and services.
- **Transportation.** Businesses and residents in Junction City have access to a variety of modes of transportation: automotive (Highway 99 and local roads); rail (Union Pacific and Burlington Northern Santa Fe); transit (LTD); and air (Eugene Airport). Junction City has automotive access for commuting and freight movement along Highway 99. Junction City is located about 10 miles from Interstate 5, the primary north-south transportation corridor on the West Coast, linking Junction City to domestic markets in the United States and international markets via West Coast ports.

Junction City has access to multiple modes of transportation. Junction City may

have disadvantages in attracting businesses that need easy access to I-5 (e.g., warehousing and transportation) because of the City's distance from I-5 and capacity limitations on the Diamond Hill Road I-5 interchange. The proximity to rail in Junction City may be an advantage if there are active rail spurs from the main rail line to sites available for development.

- **Public Facilities and Services.** Provision of public facilities and services can impact a firm's decision on location within a region. Once a business has chosen to locate within a region, they consider the factors that local governments can most directly affect: tax rates, the cost and quality of public services, and regulatory policies. Junction City's comparatively low property tax rates may attract businesses that want to locate in the Eugene-Springfield region to Junction City. Junction City views itself as a partner with major employers in providing the services needed to support economic development, which gives the City a distinct economic advantage.
- **Labor Market.** The availability of trained labor is critical for economic development. Availability of labor depends not only on the number of workers available, but the quality, skills, and experience of available workers as well. Commuting is common in Junction City. Almost a third of Junction City's residents commute to Eugene for work, while less than one out of every seven of Junction City's workers live in Junction City.

Opportunities for workforce training and post-secondary education for residents of the Eugene-Springfield region include: the University of Oregon, Lane Community College, Pacific University, Northwest Christian College, and Gutenberg College. Junction City residents also have access to post-secondary institutions in or near Corvallis: Oregon State University and Linn-Benton Community College.

In summary, Junction City's attributes that may attract firms are: the presence of the State prison and Oregon State Hospital, the City's location along Highway 99, high quality of life, proximity to the Eugene-Springfield area, positive business climate, availability of skilled and semi-skilled labor, and proximity to indoor and outdoor recreational opportunities.

B. Projected Employment Growth

Table 4.1 is taken from the 2009 EOA and shows that Junction City's employment will grow by about 3,345 employees, a 96% increase at a rate of 3.2% annual growth between 2009 and 2029. The employment forecast presented in Table 1 assumes that employment in Junction City will have two one-time employment changes: (1) Country Coach's employment will decrease to about 100 workers in 2009 (a decrease of about 1,500 jobs) and (2) development of the State Prison and Hospital will add about 1,800 jobs at completion of the facilities.

Table 4.1. Forecast of employment growth in building type, Junction City UGB, 2009–2029

Building Type	2009		2029		Change 2009 to 2029
	Employment	% of Total	Employment	% of Total	
Industrial					
Industrial	946	27%	1,365	20%	419
Commercial					
Office	418	12%	683	10%	265
Retail	1,241	36%	1,707	25%	466
Other Services	506	15%	819	12%	313
Government	370	11%	2,253	33%	1,883
Total	3,481	100%	6,826	100%	3,345

Source: ECONorthwest [Note: Blue shading denotes an assumption by ECONorthwest]
Note: Some columns have rounding errors that result in small errors in summing.

C. Targeted Employment Opportunities

Based on information found in the 2009 EOA, the types of employment likely to be attracted to Junction City include:

- **State facilities.** Junction City has been chosen as the future location of an Oregon State Prison and the Oregon State Hospital.
- **Manufacturing.** Junction City's attributes may attract manufacturing firms of varying sizes. The size and type of manufacturing firms that the City may attract will depend, in part, on the characteristics of the land available for development. Examples of manufacturing include agricultural equipment, high-tech electronics, recreational equipment, transportation equipment, furniture manufacturing, specialty apparel, and other specialty manufacturing.
- **Specialty food processing.** Junction City's proximity to agricultural resources and access to rail may make the City attractive to specialty food processing firms, such as wineries, firms that specialize in organic or natural foods, and

other types of food processing. If the City attracts specialty food processors, it may also attract businesses that provide services to food processors, such as bottle washing or barrel making for wineries.

- **Bio-fuel production.** Junction City's proximity to agricultural resources and access to rail may make the City attractive to firms producing bio-fuels.
- **Agricultural services and businesses.** Junction City's proximity to agricultural activities may make the City attractive to firms providing agricultural services, such as feed and equipment stores. The City may also attract businesses related to other local agricultural products, such as blueberries or processing agricultural products like grass seed.
- **Community medical facilities.** Junction City's growing and aging population and the potential for the growth of a medical services cluster may attract new medical facilities, such as a small community hospital.
- **Services for visitors and residents.** Junction City's location in the Willamette Valley, the proliferation of wineries and agri-businesses, and events in the City and the Southern Willamette Valley may make the City attractive to tourists, especially day visitors. Firms that provide services to visitors and residents may be attracted to Junction City. Examples of these firms include: agricultural tourism, such as winery tasting rooms or tours of food processing facilities; restaurants (especially those that use local agricultural products); outdoor recreational firms; performing arts theater or movie theater; art and craft galleries; or specialty retail, such as specialty apparel or local crafts. Junction City may also attract services for business or overnight visitors, such as a hotel, large recreational vehicle (RV) park, or a convention center.
- **Social services.** Development of the Oregon State Hospital and Prison may attract organizations that provide services to relatives of people residing in these institutions or people recently released from these institutions.
- **Services for seniors.** The County's growing population of people at or near retirement may attract or create demand for health services that provide services to older people, such as assisted living facilities or retirement centers.
- **Services for residents and workers in the City.** Population growth and development of the State prison and hospital will drive development of retail, such as a grocery store, department store, large-format retailers, personal services, such as bank branches or beauty salons, restaurants, and government services (e.g., education), in Junction City.
- **Government and public services.** Junction City will continue to be the location for institutions such as Junction City municipal services and the Junction City School District. With the two state facilities locating in Junction City, there exists an opportunity for Lane Community College or other institutions of higher

learning to open a campus in Junction City for job training and career development related to these industries.

D. Employment Site Needs

Junction City's economic development strategies include objectives to: (1) provide large industrial sites to meet regional demand for employment land, (2) increase employment in one of the regional industry clusters, and (3) recruit businesses that have higher than average wages. One way to reach these goals is to attract manufacturing firms, some of which may require sites 20 acres or larger.

Attracting these firms may require opportunity for site choice to allow a firm to find land that meets the firm's requirements. Junction City will need to provide enough sites for choice in all site sizes. Site choice, however, is especially important for businesses that will need medium-sized sites (5 to 20 acres) and large sites (20 acres and larger).

Firms wanting to expand or locate in Junction City will be looking for a variety of site and building characteristics, depending on the industry and specific circumstances. In general, all firms need sites that are relatively flat, free of natural or regulatory constraints, with good transportation access and adequate public services. The exact amount, quality, and relative importance of these factors vary among different types of firms. The Junction City EOA provides more detailed information on site requirements of targeted employment opportunities.

Table 4.2 shows Junction City site needs by general employment category for the 20-year planning period beginning in 2009.

Table 4.2. Needed employment sites by site size and employment category, Junction City, 2009 to 2029

Building Type	Site Size (acres)							Total Sites
	Less than 1	1 to 2	2 to 5	5 to 10	10 to 20	20 to 50	Greater than 50	
Need for 2009-2029								
Industrial	3	3	3	2	1	2	1	15
Office	5	3	2	1	0	0	0	11
Retail	30	6	4	1	0	0	0	41
Other Services	4	2	2	0	0	0	0	8
Government	0	0	0	0	0	0	0	0
Total for 2009-2029	42	14	11	4	1	2	1	75

Source: ECONorthwest

E. Employment Land Need and Supply Comparison (2009)

Table 4.3 shows that Junction City has about 335 vacant acres, about 251 acres are vacant suitable land.

Table 4.3. Vacant land by Plan Designation, Junction City UGB, 2008

Plan Designation	Tax Lots	Acres in Tax Lots	Vacant Land	
			Unsuitable Acres	Suitable Acres
Commercial	14	20	0	20
Commercial/Residential	14	2	0	2
Industrial	20	189	32	157
Professional/Technical	2	85	15	70
Public	1	39	36	3
Total	51	335	83	251

Source: City of Junction City GIS data; analysis by ECONorthwest

Note: Some columns have rounding errors that result in small errors in summing.

(Adopted by Ordinance 1212, PDF page 627)

The Junction City EOA compares employment site demand with the vacant suitable land supply within the Junction City UGB and concludes that there is a deficit (as of June 2009) of:

- **102 vacant suitable acres** of industrial land, 100 of which will be on a site 50 acres or larger.
- **62 vacant suitable acres** of commercial land, 20 of which will be on sites 5 to 10 acres. The City's community vision for meeting the 62-acre commercial land deficit identifies two priorities for commercial uses: (1) meeting commercial land needs in a sub-regional commercial site of about 35-acres, with a mix of office, retail, and other service uses, (2) meeting specialized retail and service uses in Junction City's Downtown and on other small commercial sites in the City through infill or redevelopment of existing sites.
- **275 acres** of government land, with need for one 20 to 50 acre site for expansion of the City's wastewater facility and one site larger than 200 acres for development of the State Prison and Hospital.

As a result:

- **Junction City has an unmet need for one approximately 100-acre industrial site, one 40-acre site for a wastewater facility, and one approximately 235-acre site for the State Prison and Hospital over the 2009 to 2029 period. Junction City will need to add approximately 375 suitable acres to its 2009 UGB to meet 20-year these employment needs.**

- **Junction City has unmet need for approximately 62 vacant suitable acres of commercial land, which will be met in the following ways: (1) expansion of the UGB for 35 suitable vacant acres to meet the identified need for a sub-regional commercial site and (2) through a combination of UGB expansion and redevelopment of developed land within the existing UGB.**

III. Economic Development Objectives and Policies

The analysis presented in the 2009 EOA has significant policy implications for Junction City. The following objectives and policies have been incorporated into the Economic Element of the Comprehensive Plan from the EOA's "Economic Development Strategy".

Junction City's community development vision builds from the economic opportunities that are described in the Junction City EOA and economic development strategy as well as Chapter 3 of the Junction City Comprehensive Plan. Broadly, the vision articulates the city's desire to become a complete community. In short, the vision is for Junction City to be a community that has opportunities for people to live, work, and play.

Functionally, that means that the City have:

- Adequate land for the commercial uses that Junction City will need as the City grows, including providing commercial land to serve neighborhoods and businesses on the southern side of Junction City and in the surrounding rural communities that rely upon Junction City for their day-to-day service needs
- Adequate employment opportunities that sustain the population and maintain a population/employment ratio that does not result in Junction City being a "bedroom community" to the major employment centers in Lane County;
- A range of shopping and services available to meet most everyday needs of Junction City residents, together with those near by smaller communities and rural areas, such as (but not limited to) a full-service grocery stores, department store, home improvement store, other large format retail stores, personal services (e.g., a branch bank or beauty salon), restaurants, food and clothing stores;
- Recreational and entertainment facilities and activities that make Junction City an attractive place to live and work, such as a performing arts theater and movie theater;
- Medical services and other professional services for residents;
- Business support services for the State facilities;
- Services for visitors, such as hotels, a conference center, or a large Recreational-Vehicle Park;
- Opportunities for development of agri-businesses related to local agricultural products, such as wine, grass seed, blueberries, or services for agri-businesses;
- A downtown that is vibrant and vital to the community;

- Housing that is safe and affordable for Junction City residents at all income levels; and
- Public facilities and services that support the community's vision.

The City envisions having a hierarchy of commercial sites to provide opportunities for the uses described above. Junction City will require some relatively small sites in downtown, residential neighborhoods, and along Highway 99, to accommodate demand from businesses with those specific size and location needs. The relatively small-scale commercial uses along Highway 99 are those businesses located south of the City that already serve the City. Junction City will also require a sub-regional commercial center to provide opportunity for commercial business that need to locate in a commercial center or have special siting requirements (e.g., direct access to major transportation corridors or high visibility sites) can locate. The need for this range of sites and the characteristics of different types of sites is described in the EOA.

The economic development program for Junction City can be summarized as follows:

- Revitalize downtown by encouraging the development of a couplet on Highway 99 and adopting strategies to encourage redevelopment and infill on under-utilized sites;
- Take advantage of immediate economic opportunities (the state correctional facility and hospital and Grain Millers) by expanding the Urban Growth Boundary (UGB) to include the proposed sites of these major employers;
- Provide a site for a sub-regional commercial center of approximately 35 acres in the southern part of Junction City;
- Create a complete community that provides housing, retail, and services and is attractive to households that have workers at the state facilities and Grain Millers.

The City's overall economic goals are to:

- A. Support economic growth and diversification to attract and retain higher wage and professional jobs to the community.**
- B. Provide suitable sites for targeted employment opportunities identified in the Junction City EOA.**

Objective 1: Provide an adequate supply of sites of varying locations, configurations, and size, to accommodate industrial and other employment over the planning period.

The EOA identifies the size and characteristics of sites needed in Junction City for employment uses over the planning period. The City is committed to providing an adequate supply of land for employment uses.

Policies:

- 4.1.1 Provide an adequate supply of suitable sites as identified in this chapter and the 2009 EOA to meet long-term employment needs.

- 4.1.2 Provide commercial land to meet the site characteristics and site sizes described in the EOA by: (a) increasing commercial land-use efficiency by promoting infill or redevelopment; (b) bringing new land into the urban growth boundary; (c) through both infill/redevelopment and bringing new land into the urban growth boundary.
- 4.1.3 Provide industrial land that has the site characteristics (in terms of size, topography, and proximity) described in the EOA.
- 4.1.4 Recognizing that approximately half of the city's employment land supply has hydric soils, the City will coordinate with the Department of State Lands to facilitate the use of off-site wetland mitigation banks to: (a) allow for effective mitigation of the loss of wetland functions and values; (b) encourage efficient land use and provision of urban services; and (c) maximize the community's economic development potential.
- 4.1.5 Work with property owners and their representatives to ensure that prime development sites throughout the City and Urban Growth Boundary are (a) ready to develop and marketed effectively; and (b) protected for their intended employment uses.

Objective 2: Provide large industrial sites to meet regional demand for employment land.

The EOA identifies the size and characteristics of sites over 50 acres needed in the Eugene-Springfield region for employment uses over the planning period. Junction City has the opportunity to designate employment land to meet regional employment land needs, in part as a result of infrastructure expansion from construction of the State Prison and Hospital. The City is committed to providing suitable employment sites to meet some regional employment needs.

Policies

- 4.2.1 Provide large sites (50 acres or more) to meet regional industrial land needs. These sites must be located along the Highway 99 corridor, and should be readily serviced with water and sanitary sewer and have relatively few wetlands. One or more sites should have access to the rail lines that run parallel to the Highway 99 corridor.
- 4.2.2 Designate large sites for industrial uses and limit land divisions to preserve the large sites for industrial uses over the planning period.
- 4.2.3 The City is committed to expanding the 2009 UGB in accordance with Statewide Planning Goals to provide for large employment sites as called for in this chapter and the 2009 EOA. Junction City's unmet employment land needs are for three larger sites: (a) A 100-acre industrial site; (b) A 40-acre site for expansion of the City's wastewater facilities; and (c) A 235-acre site for the State Prison and Hospital.

Objective 3: Reserve sites over 20-acres for special developments and industries that require large sites.

There are comparatively few large sites available for development in the Southern Willamette Valley and no sites that are large, flat and relatively free of wetlands in the Eugene-Springfield region. The City should preserve large sites with access to Highway 99 and rail to provide opportunities for industries and development that require large sites.

Policies

- 4.3.1 Designate land for industrial or business parks to provide opportunities for development of business clusters for related or complementary businesses.
- 4.3.2 The City shall protect large industrial and government employment sites for their intended uses as stated in the 2009 EOA.

Objective 4. Develop a new commercial center

The City wants to develop a new commercial center with a mixture of commercial uses, including: office, service, accommodation and recreation, and retail. The purpose of the commercial center is to grow and attract new businesses that provide jobs in Junction City, as well as goods and services to people living in and around Junction City and to visitors to the City, making Junction City a more self-contained city. This commercial center could serve the people living in rural areas around Junction City, as well as residents of the City.

The types of office businesses that may choose to locate in the commercial center may be those related to State facilities (e.g., nonprofit organizations associated with the State Hospital) or other businesses located in or near the City, businesses related to the regional industrial clusters, or businesses that prefer to locate in a smaller city. These businesses may serve residents and workers in Junction City, as well as those in nearby rural communities. The service and retail businesses could include (but are not limited to): a grocery store, a dry goods/drug store, a home improvement store, a general merchandise store, agri-businesses (e.g., wine tasting room) a hotel, an RV park, conference center, businesses providing entertainment and recreation (e.g., a theater or movie theater), medical services, personal services (e.g., a branch bank or beauty salon), restaurants, a service station, as well as offices with professional services. . These stores may include large-format retail, department stores, or smaller businesses that prefer to locate in a commercial center.

Policies

- 4.4.1 Designate a site for a commercial center. This site should have direct visibility and access to Highway 99 and, if practical, direct access to other major roads that connect Junction City with nearby rural communities. The site should be located near to residential areas in the City to allow for easy access to the site for residents of the City.
- 4.4.2 Develop the commercial center in an area where municipal services are readily available and easily provided.

- 4.4.3 Develop the commercial center in the southern part of Junction City, where it is accessible from the State facilities, Grain Millers, and households and businesses on the south side of the city and near transportation corridors serving neighboring rural areas.
- 4.4.4 Work with Chamber of Commerce and community groups to attract desirable businesses, as part of Objectives 8 and 9.

Objective 5: Capitalize on infrastructure investments that are required to service the State facilities.

Public infrastructure and services are necessary to support any economic development strategy. If roads, water, sewer, and other public facilities are unavailable or inadequate, industries will have little incentive to locate in a community. The State is funding the majority of the costs to develop sanitary sewer and water service south of the City along Highway 99 to the sites of the State Prison and Hospital. The City should capitalize on the opportunities for employment uses along Highway 99.

Policies:

- 4.5.1 Maximize development of infrastructure associated with construction of the State Prison and Hospital to provide infrastructure to sites along Highway 99 in the southern part of Junction City. This includes over-sizing water and wastewater pipes and enhancing transportation capacity along Highway 99 and other local roads where possible.
- 4.5.2 Coordinate capital improvement planning with land use and transportation planning to coincide with the City's Economic Development Strategy.
- 4.5.3 Make use of public-private development agreements to ensure cost recovery prior to financing public improvements.
- 4.5.4 Efficiently use existing infrastructure by promoting development, infill, re-use, and redevelopment for commercial and industrial uses and developing strategies and incentives to stimulate private investment that overcome anticipated impacts or downturns in the local economy.
- 4.5.5 Promote and provide information on infrastructure availability on a site-by-site basis so that developers are able to readily assess infrastructure availability on any given site.

Objective 6: Take advantage of the opportunities presented by development of the State Prison and Hospital in Junction City.

Development of the State Prison and Hospital presents Junction City with opportunities for economic development. Workers at the facilities may choose to live in Junction City, which would reduce commuting within the region, increase local demand for goods and services, and increase property taxes. Firms that provide goods or services needed at the facilities may choose to locate in Junction City. The benefits of the facilities will increase with increases in the amount of workers that choose to live in Junction City.

Policies

- 4.6.1 Provide opportunities for affordable workforce housing in Junction City by allocating land for a variety of housing types, including small-lot single-family housing, townhouses, and multifamily housing.
- 4.6.2 Work with Lane Community College to develop workforce training programs for potential employees of the State Prison and Hospital.
- 4.6.3 Encourage development of services to support the facilities' workers and visitors to facilities, such as social service agencies, financial firms, or retail stores.

Objective 7: Encourage employers to locate in downtown Junction City, when appropriate.

Continue to encourage residential and commercial redevelopment in downtown. The types of commercial opportunities that are most appropriate for downtown are small-scale office and boutique service and retail businesses. Redevelopment of downtown Junction City provides opportunities to use land more efficiently and to minimize the costs of providing infrastructure.

Policies

- 4.7.1. Encourage development of mixed-use housing in downtown.
- 4.7.2. Develop a marketing strategy to attract businesses to downtown Junction City, including providing low-cost assistance for businesses moving to downtown and attracting visitors to visit downtown, rather than passing through Junction City on Highway 99.
- 4.7.3. Support strategic investments in Downtown Junction City and along Highway 99 to encourage reinvestment in existing buildings to make downtown more attractive.

Objective 8: Support and assist existing businesses in Junction City.

Junction City's existing businesses are important to the City's continuing economic well-being.

Policies:

- 4.8.1 Develop and implement an outreach strategy to determine how the City can assist existing businesses.
- 4.8.2 Encourage self-help methods and programs for business districts such as the formation of business associations and special self-assessment districts for parking and economic improvement.
- 4.8.3 Continue to provide support for local businesses and industry, such as the City's Revolving Loan Fund and Community Development Fund.

- 4.8.4 Support the co-location of residential and commercial uses in existing buildings by providing financial assistance for necessary building upgrades to meet requirements in the City's building code, such as improvements to meet seismic standards.
- 4.8.5 Recognize and work with property owners to address the following substantial development limitations for industrial sites situated between the railroad tracks east of Highway 99, making them unattractive for most urban uses: (a) their long, thin configuration; (b) limited access to Highway 99 due to existing at-grade rail crossings; (c) wetland constraints; and (d) high costs of extending City water and sewer line beneath Highway 99 and rail rights-of-way.

Objective 9: Market Junction City to new businesses

The City should seek to attract businesses through marketing the business opportunities present in the City. The City should focus marketing efforts on businesses that would benefit from locating in Junction City, such as businesses that need agricultural products produced in Lane or Linn counties.

Policies

- 4.9.1 Work collaboratively with the Chamber of Commerce and community groups, such as Energize Junction City, to attract desirable businesses.
- 4.9.2 Work with Lane Metro Partnership, the Oregon Economic and Community Development Department, and other regional and state agencies to market large industrial sites to businesses that would be likely to locate in Junction City.

Objective 10: Increase the potential for employment in one of the regional industry clusters.

The EOA targets regional clusters that include: Agricultural Products, Processed Food and Beverage, Health Care, Communication Equipment, Information Technology (Software), Metals (Wholesalers), Wood & Forest Products, and Transportation Equipment. Junction City may have opportunities to promote development of businesses in these clusters, especially firms that complement or support the State Prison and Hospital and firms that use locally available natural resources (e.g., lumber, winemaking, grass seed, hazelnuts, and other agricultural products).

Policies

- 4.10.1 Provide the services, infrastructure, and land needed to attract businesses within regional industry clusters, to increase connectivity among businesses.
- 4.10.2 Encourage development of support businesses for the State Prison and Hospital, such as specialized learning and training centers, medical services, social service providers, short-term overnight accommodations, and other services.
- 4.10.3 Encourage development of the value-added agri-business cluster that depend on agricultural products produced in Lane, Linn, and other nearby counties, such as bio-fuel processing, natural or organic food processing, a farmer's market, or winemaking and supporting activities.

- 4.10.4 Designate land for industrial/technology/business parks to provide opportunities for development of business clusters for related or complementary businesses.
- 4.10.5 Promote development of support businesses for business clusters, such as specialized suppliers, restaurants, financial institutions and other services.

Objective 11: Increase the potential for tourist-related economic activities.

Tourism results in economic activity, especially in the service industries like retail, food services, and accommodations. As noted in the EOA, the direct economic benefit of lodging tax receipts from overnight accommodations to Junction City in 2007 was \$260,000. Junction City could increase tourism through growth of businesses that bring tourists to the City and through increased marketing.

Policies

- 4.11.1 Support activities that are likely to attract visitors to Junction City.
- 4.11.2 Encourage development of businesses that are tied to Junction City's history and agricultural context, such as farmers market, wine tasting, and arts and crafts related to the City's history or food processing facilities that use local products.
- 4.11.3 Encourage the development of businesses that support the arts, such as galleries and a performing arts center.
- 4.11.4 Support and build off of existing events, such as the Scandinavian Festival and Function 4 Junction, and support development of new events to attract visitors to the City.
- 4.11.5 Ensure that the factors that are likely to attract visitors to Junction City are protected and enhanced, such as community's environmental quality and natural beauty.

Objective 12: Recruit businesses that provide opportunities for entering the workforce or pay higher than average wages for the region.

Developing a skilled workforce requires providing opportunities both for entering the workforce and jobs that high-wage. The types of businesses that provide opportunity for entering the workforce may be different than businesses that pay higher than average wages. Having both types of opportunities is important for the development of Junction City's economy. Economic development recruitment efforts the City engages in should target high-wage jobs.

Policies

- 4.12.1 Work with Lane Metro Partnership and other economic development organizations to target and recruit businesses: (a) with above average wages (as reported by the Oregon Employment Department); (b) that provide opportunities for entering the workforce, (c) benefits such as health insurance, especially for part-time employees; and/or (d) job advancement or ownership opportunities.

4.12.2 Work with local agencies to meet workforce needs such as: training and education, job placement, job advancement, or local expansion of businesses that are less subject to boom and bust cycles.

4.12.3 Coordinate with community economic development organizations to develop a coherent and effective marketing program.

Objective 13: Encourage businesses to develop and operate in a manner that enhances the character of the community, minimizes impacts on surrounding development, and respects the natural environment.

As members of the community, businesses should be corporate stewards of the environment as well as good neighbors to adjacent less intensive uses. In some instances, economic activities may create impacts on surrounding development because of the way the business functions or building location and site design.

Impacts may include open storage, large structures, poorly maintained grounds, parking lots, signs, exterior lighting, noise, air or water pollution, and pedestrian or vehicular traffic and may be especially noticeable along transition areas of commercial areas.

These adverse visual or other impacts created by economic activities should be minimized through development standards that maintain the character of adjacent development. Development standards should ensure that outdoor storage areas, parking lots, and structures are adequately buffered with landscaping or some other appropriate means, and that on-site debris and waste are removed. Landscaping, both within and around the edges of development, can serve to provide visual screening and separation, as well as help to decrease surface runoff. Additional standards may include appropriate setbacks, open space requirements and building design guidelines.

4.13.1 Establish development standards that promote attractive commercial areas and reflect the distinctive role of each area.

Chapter 5: Energy Conservation Element

Last updated: May 2010

I. Energy's Impact

Energy is the lifeblood that nurtures and sustains the city as a small part of a world that needs energy. Its course parallels our streets, highways, railroads, and rivers. Its sources are mighty but finite. We have as a past practice not conserved energy because it has been abundant and inexpensive to power our homes, automobiles, trucks, trains, airplanes, businesses, and industries. Energy's most noticeable effects are the warmth and light it gives to the environment.

The advent of shortages of one type of energy in 1973 created an interruption in its flow. We came to realize that if energy ceased to be available, it would mean instant disaster. Junction City, through the leadership of its government, encourages energy conservation and the use of renewable resources.

II. Utilization of Existing Energy Related Facilities

Energy is delivered from its point of production to the site at which it is used by different transmission modes. Electrical energy is transmitted long distances over a line network that loses electricity. In order to delay the need for the construction of large additional electrical lines, every effort should be made to use existing transmission facilities. Provisions of the Transportation Element refer to the location of regional transmission lines for energy sources such as fuels, gas, and electricity lines which serve users in the Junction City planning area. The proposal contained in the Land Use Element to site new industry adjacent to these transmission facilities would conserve energy. The use of existing large capacity transmission lines could prevent the need for additional lines to serve areas further removed from those facilities.

Also, the construction of new roads and highways capable of carrying large vehicles such as trucks and high traffic volume capacity is a resource and energy intensive activity. The reconstruction of Highway 99 adjacent to the same area previously described as the industrial area between the two major railroad tracks eliminates the need for the new construction of a highway capable of serving both the needs of industry and the region.

A major stimulus to future growth in Oregon will be the state's advantage over other states due to its mild climate west of the Cascades. The mild climate produces lower heating and cooling costs relative to most of the country.

This climate effect is reinforced by electricity and natural gas pricing. Oregonians currently pay the going price for natural gas because we import most of it from Canada. Newly discovered gas producing areas in Oregon produce between 3 and 10 percent of

the total natural gas consumed in the state. As domestic gas prices are deregulated, prices in other sectors of the nation will increase at a faster rate than the price in the Pacific Northwest.

III. Regional Use of Electricity

The reliance the Northwest region has placed upon the generation of electricity to meet its energy needs has been shaken by lack of additional large scale hydroelectric generating capacity. The hydroelectric power that is generated by the Columbia River alone provides 80 percent of the electricity used in the region. The regional per capita consumption of electricity is roughly twice the national average. A contributing factor is the ready availability of electricity for space heating. Electric space heating in the region is used by four times as many homes as the national average.

IV. Conservation Measures

Oregonians have a number of choices which influence energy demand and supply. Significant among the choices is to develop conservation programs to reduce the demand for energy. A feature beyond the control of city government is recognition of the concept of "capacity building" at the local level. Areas should not be penalized for implementing conservation measures while continued growth goes unchecked in other areas.

It is a goal of this plan to conserve energy within the community in order to accommodate future needs using existing energy sources.

The city does have the power to enforce the energy conservation provisions of the statewide building code which requires such conservation. Also, the state and national code committees have developed a Model Solar Energy Code that the city will study for possible adoption.

The largest energy users at the local level are industrial and institutional users. The industrial users have developed internal economy measures to decrease energy use. Recently, the Lane County Housing Authority installation of 1700 square feet of solar collectors to heat the domestic hot water needs for a 40 unit apartment building could be the model for other residential energy users.

City regulations, particularly the zoning ordinance, will encourage the reduced use of petroleum-based products for off-street parking areas. Additional landscaping could be used in and around new buildings instead of excessive paving.

The city uses 278,400 KWH of electrical power annually to light its street lights. A conversion program to high pressure sodium lamps will reduce the power usage figure by slightly less than one-half of the present figure. Conversion is mandated by the Northwest Regional Power Act as a conservation measure. The schedule for such conversion is governed by the Bonneville Power Administration.

V. Alternative Energy Sources

- A. Use of Solar Energy
- B. Use of Wind Energy
- C. Alcohol Production from Crops

A. Use of Solar Energy

The potential for utilizing active and passive solar energy collection systems for domestic hot water and space heating needs are higher in the Junction City area than the use of geothermal, wind, or biomass energy generation sources. Solar energy in Junction City cannot completely replace other fuels for space and water heating, but solar systems can economically provide over 25 percent of the heating needs for many new buildings. The city is presently exploring the economic feasibility of using a solar collection system to heat the water used in the community swimming pool.

It is a goal of the city to utilize the most cost effective methods available to it to lower the cost of energy consumption in city facilities.

B. Use of Wind Energy

Tests conducted by Pacific Power and Light at 12 sites in Oregon have provided data that the use of wind powered generators to produce electricity is presently not economically feasible. The average wind speed in the Willamette Valley is 6.7 miles per hour. This speed is well below the sustained wind velocity necessary to generate electricity.

C. Alcohol Production from Crops

Research completed by the Oregon Department of Energy and the Oregon State University Extension Service has estimated that it is economically feasible to build an alcohol production facility in the Junction City area. Raw product from which the alcohol would be produced is an agricultural crop which will be grown outside the planning area. Crop area would be 400 acres of land involving a particular soil type. The finished product, alcohol, would be mixed with gasoline.

Chapter 6: Transportation Element

Last updated: May 2010

MISSION, GOALS, AND POLICIES (ORD.1085 7/13/00)

I. Introduction

To explain the items that follow in this chapter, the mission is the overall goal regarding transportation in Junction City. The goals are broad statements of philosophy that describe the hopes of the people of the community for the future of the community. Each goal is developed around a topic area. A goal may never be completely attainable, but is used as a point toward which to strive. The goals guided the development of the transportation system plan and should be used to monitor future transportation strategies and improvements. Policies are statements that provide a specific course of action moving the community toward the attainment of its goals. Each new capital improvement project, land use application, or implementation measure must be consistent with the policies. Once adopted, the mission, goals, and policies, as well as the project lists, will become part of Junction City's Comprehensive Plan.

II. Mission

M1 Enhance the quality of life in Junction City by providing a balanced transportation system that meets the travel needs of the community.

III. Goals

G1 The TSP will be based on research/data/knowledge and widespread public input and will be coordinated with and include material from the existing transportation element of the city's comprehensive plan.

G2 The TSP will include a convenient, efficient and financially feasible network of arterial, collector and local streets.

G3 The TSP will protect and enhance the existing transportation facilities within the city as new facilities are built to augment the system. The old and new parts of the system should be effectively and efficiently connected and coordinated with county and state transportation facilities.

G4 The TSP will stress safety for the users and will protect and enhance the community's quality of life.

G5 The TSP will be sensitive to the community's aesthetics and will strive to retain a sense of community, particularly in the downtown area of Junction City, which is seen as critical to the town as a focal center.

- G6 The plan will remain flexible to change and will be supportive of reviewing and updating the TSP through the periodic review process or the comprehensive plan amendment process.
- G7 The plan will be balanced among the modes of transportation, offering members of the community choices/alternatives to single occupant autos.

IV. Policies

A. Plan Context and Implementation

- TSP-1 The Mission, Goals and Policies and the Project Lists of the Transportation System Plan are elements of the Junction City Comprehensive Plan. Other portions of the TSP are supporting documents of the comprehensive plan.
- TSP-2 The Junction City TSP identifies the general location of transportation improvements. Changes in the specific alignment of proposed public road and highway projects shall be permitted if the new alignment falls within a transportation corridor or right-of-way identified in the Transportation System Plan.
- TSP-3 All development proposals, plan amendments, or zone changes shall conform with the adopted Transportation System Plan.
- TSP-4 For improvements designated in the Transportation System Plan, the following activities shall be allowed without land use review:
- Dedication of right-of-way,
 - Authorization of construction and the construction of facilities and improvements,
 - Classification of the roadway and approved road standards.
- TSP-5 Changes in the frequency of transit and rail services that are consistent with the Transportation System Plan shall be allowed without land use review
- TSP-6 For State projects that require an Environmental Impact Study (EIS) or Environmental Assessment (EA), the draft EIS or EA shall serve as the documentation for local land use review, if local review is required.

Where the project is consistent with the Transportation System Plan, formal review of the draft EIS or EA and concurrent or subsequent compliance with applicable development standards or conditions;

Where the project is not consistent with the Transportation System Plan, formal review of the draft EIS or EA and concurrent completion of necessary goal exceptions or plan amendments.

B. Protection of Transportation Facilities

- TSP-7 The city shall protect the function of existing and planned transportation systems as identified in TSP through application of appropriate land use and access management regulations. The State of Oregon has adopted administrative rules that specify certain standards and procedures that apply to all new access permits on state facilities. The Lane County TSP, due to be adopted by the end of 2000, will include similar requirements for access onto the county road system. In both instances, Junction City will apply these standards and procedures during the development review process.
- TSP -8 When making a land use decision, the city shall consider the impact of the new development on the existing and planned transportation facilities. Notice of all land use changes located on state or county roads shall be sent to the respective jurisdiction, and comments from same shall be included in the official record.
- TSP-9 The city shall consider the potential to establish or maintain bikeways or walkways prior to the vacation of any public easement or right-of-way.
- TSP-10 At the time of land development or land division, the city shall require the dedication of additional right-of-way when necessary to obtain adequate street widths and bikeways and walkways in accordance with the City's adopted street plans, bicycle plans and pedestrian plans.
- TSP-11 Private development shall not encroach within the setbacks required for future street expansion.
- TSP-12 Truck routes and other motorized vehicle alternatives may be used as tools to minimize the impact of large and heavy vehicles in the downtown and other areas.

C. Functional Classifications of Streets

- TSP-13 Oregon State Highway 99, 1st Avenue (including High Pass and River Rd. segments), Oaklea Drive, and 18th Avenue shall be classified as arterials and shall be safe, high volume traffic movers serving as regional connectors. Access to an arterial shall, wherever feasible, be from the collector road system. Arterials shall be protected against strip development and access driveways that will restrict their effectiveness.

TSP-14 6th and 10th Avenues east of Oaklea Drive and Prairie Road are major collectors and shall provide access from local streets or minor collectors to the arterial system. Individual accesses shall be managed to minimize degradation of capacity and traffic safety.

TSP-15 A minor collector shall provide access to abutting properties and serve local access needs of neighborhoods, including limited through traffic. Minor Collectors include the north/south street and the extensions of 6th, 10th and 15th Avenues west of Oaklea in the Professional/Technical Zone area, 13th Avenue and 15th Ave. west of Rose St. (including the portions to be built and shown on the Street Projects Map), the access road south of 1st and east of Hwy 99 (shown on the Street Projects Map), Hwy. 36, the proposed grid system from W. 1st south to Bailey Lane and from Prairie Rd. west, Prairie Rd. East of Hwy. 99, Rose, Maple, Kalmia, Juniper, Holly, Front, Deal/18th to Hwy. 99, and Birch. New development that generates a significant amount of traffic shall be discouraged from locating on minor collectors that serve residential areas.

TSP-16 Local streets are all streets not identified in previous categories. A local street shall provide direct property access and access to collectors and minor arterials.

D. Layout and Design of Streets, Bikeways, and Sidewalks/Walkways

TSP-17 The city shall adopt standards for streets, bike paths and lanes, sidewalks/walkways, bus stops, and other transportation facilities and shall require such facilities at the time of land division or development.

TSP-18 Streets shall be designed to efficiently and safely accommodate emergency service vehicles.

TSP-19 Streets, bikeways, and walkways shall be designed to meet the needs of pedestrians and cyclists to promote safe and convenient bicycle and pedestrian circulation within the community. Unless there is a convenient alternative, all new major and minor collector and arterial streets shall have bicycle lanes and all new streets shall have sidewalks.

TSP-20 Direct and convenient access for motor vehicles, public transit, bicycles, and pedestrians, shall be provided to major activity centers, including schools, shopping areas, parks, community centers and employment centers.

TSP-21 Pedestrian access to transit facilities from new commercial, residential, and high employment uses and community activity centers shall be provided. Existing commercial, residential, and high employment uses and community activity centers shall provide safe and accessible

pedestrian access to transit facilities when a site changes use or is retrofitted.

TSP-22 The city will encourage/require the extension of the city's street system wherever possible, thereby increasing connectivity. In all cases where it is reasonable, land divisions shall continue existing streets, set aside rights-of-way for future streets and intersections that will promote connectivity, and continue the city's grid system. Cul-de-sacs and other low-connectivity street types shall be discouraged except where topography, land features (wetlands, drainage systems, etc.) or land development patterns preclude high connectivity street patterns. Where cul-de-sacs and other low-connectivity street types are used multi-use paths may be required for bike and pedestrian users.

TSP-23 North/South connectivity needs to be promoted, particularly in the western section of the city that is already largely developed and will not be affected by new subdivision requirements promoting the extension of the city's grid system. Many problem areas exist but one of the areas identified is the area between 1st and 18th streets and between Nyssa and Vine. Increasing the connectivity of this area would reduce the amount of traffic using Ivy St. (Hwy. 99).

TSP-24 Streets identified as future transit routes shall be designed to safely and efficiently accommodate transit vehicles and pedestrians, thus encouraging the use of public transportation. Street designs shall be responsive to topography and shall minimize impacts to natural resources such as streams, wetlands, and wildlife corridors.

TSP-25 Where new walkways are built or where crossings are rebuilt they shall be built to city standards and incorporate handicapped accessibility features as required by state and federal law.

E. Maintenance

TSP-26 Maintenance and repair of existing bike and pedestrian facilities shall be given equal priority to the maintenance and repair of motor vehicle facilities.

TSP-27 Operation, maintenance, repair, and preservation of existing transportation facilities shall be allowed without land use review, except where specifically regulated.

F. Parking

TSP-28 On-site motor vehicle parking, as required by Junction City ordinances, shall be provided for all new development unless on-street parking or other nearby sites provide adequate parking for the proposed use. Where

development that does not meet the parking requirement is proposed the applicant shall use the variance procedures contained in the city's zoning ordinance.

- TSP-29 An overnight truck parking area within the city may be needed so large trucks, which are not allowed to park on City streets overnight, don't have to park on the street illegally.
- TSP-30 Bicycle parking facilities shall be required as part of new multi-family residential developments of three units or more, new retail, office and industrial developments, and all transit transfer stations and park and ride lots.
- TSP-31 Parking requirements/needs will be addressed in the central business district with creative solutions/guidance. Recognizing the limitations of land in the downtown commercial areas, the Planning Commission can adjust or waive parking requirements for infill and renovation projects in developed areas along Hwy. 99 between 18th and 1st Ave. and along 6th Ave. and in other areas where land availability is limited and infill or more efficient use of land is desired. Such adjustments shall use the variance procedures set forth in the city's zoning ordinance.
- TSP-32 As a follow-up to the TSP the city will review its signage ordinance for Ivy St. to see if changes are necessary.
- TSP-33 As a follow-up to the TSP the city will look at RV impacts on traffic within the city.

G. Coordinated Review

- TSP-34 The city shall coordinate with the Department of Transportation to implement the highway improvements listed in the Statewide Transportation Improvement Program (STIP) that are consistent with the city's Transportation System Plan and comprehensive plan.
- TSP-35 The city shall consider the findings of ODOT's draft Environmental Impact Statements and Environmental Assessments as integral parts of the land use decision-making procedures. Other actions required, such as a goal exception or plan amendment, will be combined with review of the draft EA or EIS and land use approval process.
- TSP-36 Procedures for the coordination between the city and Lane County on developments that impact county transportation facilities are identified in the City/County Urban Growth Management Agreement (UGMA). The city shall adhere to the UGMA procedures in order to protect Lane County's interests in said facilities.

H. Hwy. 99

TSP-37 Highway 99 is a critical facility to residents of Junction City, the surrounding communities, and the state. The model shows that if nothing is done to better manage traffic on the highway portions of Hwy. 99 within the city will reach capacity within the planning period. The city will work closely with ODOT to secure funding for and develop a refinement plan that will maximize Hwy. 99's usefulness in moving traffic while maintaining a healthy and functional downtown community.

V. Local Street Plans: Sidewalk & Street Projects

The Sidewalk and Street Projects maps are shown on these maps. They span short (2000-2001), medium (2002-2007) and long (2008+) terms. The financing plan contained in Chapter 5 identifies and discusses the capital improvement projects that will enhance the existing street system.

A. Proposed Bicycle System Improvements

The existing bikeway system is composed of signed bike routes, designated bike lanes and separate bike paths. The proposed system seeks to link the existing elements through the use of signed bicycle routes, bike lanes, new paths and the completion of several existing facilities. In the future wherever possible the City will promote improvements that will allow for the installation of designated bicycle lanes and ideally bike paths.. New system elements proposed are identified by their respective number on the Bicycle Plan map (see map at the end of this chapter).

1. **Rose Street from 6th Avenue to 18th (City).** This will be a separate bike path which will link the Tequendama neighborhood to Laurel Elementary and Oaklea Middle School. Development of the path will require the City to either obtain ownership or easements on the affected parcels as well as the capital cost of constructing the path.
2. **Saxon Place to Maple Street (City).** This will be an extension of the existing path. Development of this path will require a bridge connecting to Junction City High School, and permission from the School District to install a path along the southern edge of the property to Maple Street. This path will connect the Tequendama neighborhood to Washburne Park, and Junction City High. It will also give bicyclists and pedestrians an alternative to W. 1st/High Pass Road.
3. **Maple Street/Nyssa Street to Laurel Elementary School (City).** This route is designated as a signed bicycle route. It connects

JCHS and Washburne Park to Laurel School as well as the municipal swimming pool and Laurel Park.

4. **Oaklea Road to Birch Street via 6th Avenue (City; County outside City Limits).** This component will link the Tequendama area to the east side of Junction City via 6th Avenue. It is proposed as a signed bike route with segments of bike lanes and will serve as the major east-west connector. This element will cross railroad tracks at Holly Street as well as Front Street and provisions must be made to improve these intersections.
5. **Oaklea Road to Deal Street, via 10th Avenue (City; County outside City Limits).** These are also signed bike routes, which will link the east side of town with public facilities located west of Highway 99. This component crosses railroad tracks at Holly Street as well as Front Street, and these intersections must be improved to provide for safe bicycle travel.
6. **Prairie Road from W. 1st to Hwy 99 (Lane County).** This segment will be a two lane urban modernization project with curb, gutter, sidewalks, bike lanes, and possible turn lanes at intersections.
7. **Hwy 99 from 1st street south to UGB (ODOT).** This segment will connect Junction City's system to Lane County roads heading south of the city.
8. **High Pass Road, 1st Street, River Road (Lane County).** These names apply to different segments of the same street, which runs east-and-west. The eastern segment turns south and connects with River Road in north Eugene. Bike lanes will connect this County facility with the City's and State's systems. The western segment, from Oaklea Drive to the UGB is listed as a "future", or long range project.
9. **Oaklea Road from 1st to 18th (Lane County).** This bike lane segment gives the western area a north/south route .
10. **Hwys. 99E and 99W north of 18th (ODOT).** These bike lane segments will connect the city system to systems to the north.
11. **1st to 18th via Birch, 6th and Deal Street (City).** These bike lanes will offer a north/south route for the eastern portion of the city and allow riders to avoid Hwy 99 through town. The segment connects with Hwys. 99 E and 99 W at the north end of town.

12. **Pitney Lane from UGB to 1st (High Pass) (Lane County).** Two lane modernization project with curb, gutter, sidewalks and bike lanes.

B. Other Bike System Projects

The following projects are not site-specific and, thus, are not shown on a map.

13. Bike System Map (City).

The City will develop a map of the bike system showing routes and such attractors as parks, City Hall, Post Office, schools, library, swimming pool, and other often-used facilities.

14. Public Education: Safety, Education and Enforcement (City).

Public information/education effort to create a safe bike system through the public safety and Parks and Recreation Departments of the City Government.

15. Ordinance Amendments (City).

Ordinance requirements for bicycle parking and other facilities will be added to the City's development ordinances.

C. Pedestrian System Improvements (City)

1. Construct ADA access ramps throughout downtown business area.
2. Install ADA compatible facilities and amenities at City Hall and Public Works Shop. The Americans with Disabilities Act (ADA) requires that all public facilities meet these standards. Additionally, ADA requires that routes to buildings with public accommodations (Library, Post Office, and restaurants) be equipped with access ramps at logical locations.
3. Install sidewalks as part of the connectivity projects and as new development occurs.

D. Transit Projects

Chapter Four of the TSP describes various projects that would enhance transit service. Any project that improves the pedestrian environment also improves accessibility to transit. Those projects have not been repeated in the following table. Rather, the table lists transit specific enhancement projects.

Project Title**Project Type**

Support Special Transportation Services activity

other

Coordination with Lane Transit District activity

other

Park and Ride Improvements

other activity

Transportation Demand Management effort

educational

Use of Alternative Modes

educational effort

Transit Facilities

ordinance revisions

Land Use Strategies

further study

Expanded LTD Service

further study

Chapter 7: Public Facilities Element

Last updated: May 2010

I. Introduction

The efficient use of the city's human services and public service delivery systems must be maintained at the present level of extremely high quality. The objectives described in the Public Service and Facilities Element attempt to promote growth of those systems without exceeding capacity.

Historically, small growing cities find a lack of public facilities, usually sewer or water system capacity, as the primary restraint on further growth.

It is a goal of this plan to provide public facilities in an efficient and timely manner at levels in excess of projected demands.

Junction City is one of those fortunate small cities which has the desire and capability to provide human services to different age levels of its populace. The city considers its people to be a resource and supports satisfying their human needs as well as providing physical improvements. The energy and civic pride shown by different organizations add to the livability of the community and aids city government in carrying out such programs.

As the population of the city and its environs grow, greater demands will be placed on all services. The discussion of service systems considers public facilities such as utilities and then considers human service delivery programs.

II. Service Systems

- A. Public Utilities
- B. Private Utilities
- C. Public and Private Schools

A. Public Utilities

1. Water Reservoir Capacity and Delivery System.

The maps contained in the Public Facilities Study indicate the location of existing reservoirs, water main distribution lines, and future system service expansion.

The city's present water supply comes from five wells, three of which are maintained on a standby basis. Groundwater supplies are abundant in Junction City. The water is taken from alluvial sand and gravel beds of the

Willamette River with the exception of one standby well that produces water with a moderate iron content, the quality of the water is very good. The water quality is well within the standards set by the Safe Drinking Water Act of 1974.

A 1,250,000 gallon ground level tank and a 125,000 gallon elevated storage tank with ample booster pumping capacity are maintained by the city. The water storage is sized to provide supply to the local Agripac food processing plant, a plywood mill, other industrial users (smaller water consumption volumes), businesses, and residential areas.

The capability of the system to provide industrial and commercial buildings with proper fire flows produces the beneficial result of supplying the community with excellent fire protection. The city's water supply can pump 3,500 gallons per minute or approximately 5,000,000 gallons a day. The average Junction City household uses 235 gallons per day. The major industrial user, Agripac, uses a peak volume of 1 million gallons per day. Based upon those two consumptive factors, the calculated population of Junction City could reach 11,400 persons before the system would need to be expanded. Calculations are based upon a 100 gallon per capita per day and a future household size of 2.35 persons per household. However, as the distribution system extends from the pumping sources, it will be necessary to boost the pressure level by the installation of additional pumps and reservoirs.

Recommendations contained in a sewer and water facilities study completed by Devco Engineering, Inc., 1982, outlined major capital improvements. The city has already begun seeking funding to improve portions of the existing water system through state and federal funding resources. Specific necessary improvements to increase fire flows have the highest priority. Timetables to complete the improvements on a priority basis are being established by the city.

When the new facilities study is complete, the exact line sizes and location of future system expansion will be identified and this element will be expanded by appropriate goals and policies.

Local industries using large volumes of water are adding water recovery systems, which will reduce consumption and conserve the resource.

Also, Junction City uses a "per square foot" water system development charge, which encourages the in-filling of lots.

a. Policy on extension of water services

The city must consider the annexation of an existing private water system in the vicinity of Tamarack, Spruce Street, and W 11th

Avenue due to the failure of that system to meet water quality standards. There are two other private systems serving mobile home parks within the Junction City urban growth boundary with the same problem.

It is a policy of this plan to allow extension of the city's water supply system to correct water quality problems in areas which have been annexed to the city.

b. Special industrial service districts

The formation of a special industrial water supply and distribution system. Although the existing water system is capable of serving future industry within the areas designated for future industrial land use, the city may find it advantageous to separate that segment of the system and provide water supply and distribution to an area in the southerly extent of the urban growth boundary.

c. Water quality standards

The city maintains a water quality testing program.

It is a goal of this plan to maintain the water quality of the city's water system and to insure that water quality meets state and federal water quality standards.

2. Wastewater Disposal System.

a. Capacity

The wastewater treatment system for Junction City consists of stabilization ponds, a spray irrigation program, and effluent discharge into a small stream during the winter months. The primary system has a design capacity to serve a hydraulic population equivalent to 7,300 people. The city owns sufficient land at its lagoon site to add capacity at some future date. Also, additional land is available adjacent to the lagoon system to dispose of wastewater during non-discharge months sufficient to accommodate the above population figure.

The city uses a study completed in 1977 entitled *Sewerage Facilities Plan, Junction City, Oregon* as the basis for improvements to its existing sewerage system. Specific recommendations are made by that study which will allow the city continued growth without physical expansion of the treatment facilities until the present hydraulic capacity is reached.

The primary improvement the city can make to the system is the elimination of infiltration and inflow from groundwater during the high water table months. The city has developed an intensive infiltration and inflow elimination program during winter months.

It is a policy of this plan to make efficient use of the existing wastewater treatment system by reducing the infiltration and inflow problem.

The city will use the following methods to implement this policy.

The Superintendent of Public Works will review those building permits for existing buildings that are located within areas identified in the C & G Sewer Facilities Study as sources of the infiltration and inflow. The city will continue its extensive program infiltration and inflow in its sewerage disposal transmission system.

A further goal of this plan is emphasized by the elimination of the inflow and infiltration problem. The same points where infiltration and inflow occur during high water table conditions could also allow leakage of effluent into the water table.

It is a goal of this plan to eliminate as many points of leakage of effluent from the city's system as possible to prevent the contamination of the substrata water table.

b. Policy on extension of sewer service

The maps contained in the Public Facilities Study [Note: not available on-line.] indicate the areas which can be presently serviced by gravity sewer lines to the existing system. There are two areas where new major pumping stations and transmission lines must be constructed to facilitate future growth. It may be cost effective to create a separate system in the south sector of the city to serve existing mobile home parks, small industrial centers, and commercial land uses instead of constructing large mains and pumping stations.

The plan was designed to handle an organic loading of approximately .8 million gallons per day from June 1 to October 31 and 3.75 million gallons per day from November 1 to May 31. This represents a Biological Oxygen Demand capacity of 8,000 persons per day and 9,700 persons per day, respectively. The plan, at capacity, has a hydraulic capacity of 4.6 million gallons per day.

The need arises to develop a policy on the use of wastewater disposal systems other than the municipal system for future commercial land uses located along Highway 99 in the south area of the city.

It is a policy of this plan to permit commercial development to use holding tanks on an interim basis until such time as connection to the city's system. The owner must agree to,

1. Connect to the city's system and pay a fair and equitable share of the cost of extending the sewer system.
2. Discontinue use of a holding tank within 1.5 years from the date of installation.

It is a policy of this plan to discourage large scale projects which want to make use of subsurface sewage disposal systems.

- c. Formation and construction of special industrial wastewater disposal system

Industrial uses not serviceable by the extension of the existing municipal systems may install contained systems capable of interconnection, administered and maintained by the city. Installation of such systems may occur after annexation of the industrial site to the city.

The cost of constructing such systems may be paid by:

- a. One or more industries.
- b. Use of the city's bonding capacity.
- c. Payment of user fees to retire bonded indebtedness.

User fees shall be established to pay municipal costs for personnel services, capital improvements, including future interconnection of systems.

Other Oregon cities have successfully used separate sewer systems to treat and discharge industrial wastewater. The City of Corvallis operates two systems totally independent of the municipal system. One of those systems services the industrial land uses north of the airport. The configuration of the urban growth boundary is an extension approximately 1.5 miles long, which extends south from the bulk of the area defined by that city's urban growth boundary. The westerly boundary of the narrow connecting portion is the right-of-way of the Southern Pacific Railroad.

Storm Sewer Systems.

The previous description of the high water conditions affecting the city stated that two main floodways drained storm runoff. Those channels are primary features of the citywide open ditch system. The city is presently developing a Drainage Ordinance which will insure that:

The open ditch system is capable of containing storm water runoff equivalent to a 1 percent frequency (100 year) storm.

That portion of the drainage system described as the "closed system" is sized large enough to adequately and efficiently drain all areas totally urbanized.

Solid Waste Disposal Program.

Solid waste is primarily regulated by the Oregon Department of Environmental Quality. Federal involvement in this area has been expanded by the passage of the "Resource Conservation and Recovery Act of 1976" (PL 94-580), which implemented through regulations currently being drafted by the Environmental Protection Agency. However, primary responsibility and the actual management of solid waste will remain at the local level. The Solid Waste Management Division of the Environmental Management Department of Lane county is the organization responsible for Lane County's solid waste facilities and their operation.

The city provides a solid waste removal service for its citizens on an at-cost basis. City trucks haul solid wastes to the Short Mountain Landfill site near Creswell. The limited life of this facility will be exhausted in 30-40 years and alternate methods or an alternate site must be found for a new landfill.

Administration of the solid waste disposal program is a function of the Lane County Department of Environmental Management. The proposals developed by that agency as alternatives for solid waste disposal after the Franklin site was closed are described in *Lane County's Solid Waste Management Plan*, updated in 1979.

Construction of a new landfill.

Construction of a transfer station with transfer of solid wastes to the Short Mountain Landfill site.

Although the construction of a new transfer station would be desirable from the standpoint of protecting the land resources within the county, such a proposal would be too costly. The rising price of fuel to transfer wastes to the Short Mountain site will add to the costs of the city and county solid waste disposal program to the point where illegal dumping could become a serious health and clean up problem. It is incumbent upon

the county to seek a new landfill site for the city to support alternatives to solid waste disposal.

An alternative program would involve a recycling effort for paper, glass, and cardboard. The city provides a pick up station on city property where large volumes of glass are brought for recycling. Local service organizations and agencies have newspaper collection projects, which function from pick up points located along city streets. [Note: The BRING recycling center was closed several years ago. It has been replaced by curbside pickup of recyclables.]

It is a goal of the city to reduce the volume of solid wastes disposed of at landfill sites by encouraging recycling of a reusable material.

It shall be the policy of Junction City to coordinate closely with Lane County in the location of landfill sites to serve the Junction City area.

As the price of paper products continues to rise, the recycling of cardboard continues at delivery points where large amounts of cardboard in the form of boxes are used by business and industry. The city encourages the installation of trash compactors for cardboard during the building permit review process.

Fire, Police, and Rescue Services and Facilities.

Fire protection is provided to the city and rural area through a working aid agreement between the municipal fire department and the Junction City Rural Fire Protection District. Also maintained by both the departments is a Rapid Response Rescue vehicle capable of providing life stabilization until transport service can reach the scene. The recent purchase of a second rescue vehicle (1981) will greatly add to the flexibility of rescue response.

Services of the Junction City Rural Fire Protection District cover the area outside of the city but within the urban growth boundary as well as a much larger area outlined on the district boundary map. The same personnel man calls within the city as well as within the district. Also, the same equipment is used as needed for emergency calls.

The city has excellent fire protection service through the joint effort of the two agencies. Underwriters Insurance Agency has assigned an overall rating of 6 to the city and an overall rating of 8-9 to the rural areas surrounding the city.

New multiple family housing projects have placed new demands on the city's fire protection capability. The construction of two three story projects accentuates the need to purchase an aerial ladder truck. The following is

an outline of a capital equipment purchase program during the life of this plan.

a. New fire equipment purchases

- (1) A high volume pumper capable of discharging 1000 gallons per minute.
- (2) An aerial ladder truck capable of providing direct rescue from the third floor of a building.

b. Fire station update

- (1) There is a need to insulate the fire hall.
- (2) There is a need to reconstruct the building's heating system.

The previous statement concerning fire flow capabilities of the city water system can be made due to a city program to replace old water lines with new lines capable of carrying fire protection flows. It is a city policy that all future water mains in the Central Business District and industrial areas be of at least 8 inches in diameter and that all hydrants be equipped with streamer ports (4.5 inches diameter).

The need for rescue service accounted for 140 annual trips to aid accident or physical illness. A staff of 22 Emergency Medical Technicians provide life stabilization treatment until advanced life support can be provided by ambulance or hospital personnel.

The city has realized, through the public input process, the need to develop its own internal police department. The Police Committee, with the approval of the rest of the City Council, completed the transition to a citywide police force on September 1, 1981. The new department is staffed by 5 sworn officers and will provide 24 hours coverage within the city. It is a goal of the city to add an additional police officer in fiscal year 1982-83.

Private Utilities

Pacific Power and Light

Pacific Power and Light provides electricity to the area inclusive of Junction City. Peak power usage is 85 megawatts for the total area.

Pacific Power and Light Company was the first private utility (nationally) to offer a 0 percent interest loan program to encourage weatherization of existing dwellings. Financial incentives offered by that company include

cash rebates for the installation of solar collector for heating domestic hot water. The local response has been that 100 homes in the Junction City area have taken advantage of both programs.

[Note: Emerald People's Utility District (EPUD) also supplies some of the electricity for areas within the city.]

Pacific Northwest Bell

Telephone service is provided to Junction City and all surrounding areas by Pacific Northwest Bell Company.

A new telephone switching facility at the corner of West 6th Avenue and Juniper Street handles telephone calls on a regional basis. A major phone communication cable is buried underground along a portion of Juniper Street and services a large region north of Junction City from the new switching facility.

The long range policy of the telephone company is to place all communication lines underground within the next 25 years.

[Note: Many changes have occurred in the phone industry since this was written. The local phone service is now provided by Qwest. Fiber optics is provided by MCI Telecommunications]

Liberty Cable T.V.

The service provided by Liberty Cable T.V. is one of the new utilities franchised by the city.

These three utilities unintentionally create a common problem. The construction of overhead transmission lines on poles creates a visual blight when both sides of a street, such as West 10th Avenue, Maple Street, and East 2nd Avenue, are lined with poles and wire.

Alternatives to overhead service are being examined, including the feasibility of a common utility tunnel located in alleys and the possibility of locating utilities under sidewalks with removable sections for servicing lines.

[Note: the current cable TV provider is TCI Cable.]

Northwest Natural Gas

Natural gas service is provided to heat homes and steam generating facilities to major industries. Conversion of electrical space heating to gas utilized by more homeowners.

Public and Private Schools

Public School District 69J

See figure 6 [Note: not available on-line.]. One of the finer facets of community life in the Junction City area is the educational opportunities offered by the local school district. Although faced with declining enrollment, the district has concentrated on improving the quality of education.

The educational program contains four schools teaching increments of grades 1-12.

Private Schools

The use of private schools as an alternative to the public school system has grown during the past five years. The operation of the Christian School teaches students which would otherwise be enrolled in the public school system in three counties: Benton, Linn, and North Lane County. Total enrollment attending the Christian School is 124 students, with approximately 50 percent of the students living in the Junction City area.

Chapter 8: Parks, Recreational, and Cultural Preservation Element

Last Updated: Adopted September 18, 2012 – Junction City Ordinance 1212
Acknowledged by DLCD August 9, 2013 – Order 001840

I. Introduction

The livability of Junction City is enhanced by extensive parks and recreation facilities, and the community pride in its Scandinavian heritage, and the human services provided to the young and old.

Planning efforts for parks and open space began in the City in the 1920s when land located at 14th and Kalmia Street was obtained by the City for a Park. This area of Oak trees is now the present day Laurel Park. Land directly north of Laurel Park as obtained by the City in the 1930s and is not the home of Dutch's field. During the 1970's and 1980's the City developed several park spaces through the exercise of its fee-in-lieu system development charge policy and federal grant programs to acquire and develop park land. The 1970s saw the development of the City's municipal pool. More recent additions to the City's Park and Open space inventory include the acquisition of 10 acres adjacent to Raintree Meadow subdivision and 11.77 acres of park public park dedication with the Reserve at Junction City development.

The City adopted a Parks and Paths of Junction City Plan in 2010. This Plan identified a need for a Community Park to be added to the City's park system in order to meet its current park land need, with additional facilities needed in the future to meet anticipated population growth. The parks system serving the city has new play areas, green, well-kept lawns, tennis courts, and picnic areas shaded by tall trees. Each year thousands of people, residents and visitors, take part in sporting events, hear concerts, or picnic at city-operated and maintained facilities. The leisure time outlets are abundant. The wide selection, indeed, helps to make Junction City a nice place to live.

The city in 2010 has 9.5 acres of neighborhood parks inside the city limits. The Junction City School District owns 1.25 acres of this land (Washburne Park) and the remainder is maintained and owned by the city. Future acquisition by the city will probably include lands which are adjacent to established recreation facilities and schools, and parcels located within new subdivisions.

The city collects a Parks System Development Charge for each living unit newly annexed to the city or constructed on a parcel. The city may elect to accept a new park in lieu of the systems development charge.

II. Park Classification

The National Recreation and Park Association's (NRPA) classifications and definitions are used as a guideline for creating a classification system for Junction City's park and open space resources relative the context of Junction City.

Pocket Parks / Play Lots — These parks are used to address limited, isolated or unique recreational needs and can include both passive and active recreation uses. Pocket Parks may simply be open lots within neighborhoods or may be more developed with a limited number of amenities.

There are four city owned pocket parks/play lots in Junction City in 2010, as follows:

- Founders Park
- Tequendama Park
- Toftdahl Park
- Oak Meadows Park
- Scandinavian Festival Park (private)

Neighborhood Park — These parks serve as the recreational and social focus of the neighborhood. They provide the day-to-day recreational needs of the neighborhood including field games, court games, individual sports, play for small children and picnicking. The emphasis is on informal active and passive recreation. Neighborhood Parks should be easily assessable to the neighborhood population with safe access for bicycles and pedestrians.

There are four city owned neighborhood parks in Junction City in 2010, as follows:

- Bergstrom Park
- Laurel Park
- Lyle Day Park
- Bailey Park
- Washburne park (School District)

Community Park —These parks are intended to meet the recreation needs of large section of the community as well as those of the surrounding neighborhood. They are areas of diverse uses, both active and passive, including swimming, tennis, walking, and picnicking, to name a few.

There are no Community Parks within Junction City in 2010.

Special Use Park — These parks are dedicated to a special use.

There are two Special Use Parks within Junction City in 2010. These include:

- Max Strauss Pool
- Dutch's Field

School Park — These parks are owned by the School District and residents and/or organized groups are allowed to use the school grounds during non-school hours.

There are three school parks within Junction City in 2010. These include:

- Junction City High School
- Oaklea Middle School
- Laurel Elementary School

Trails and Connectors — These parks provide a system of open spaces that use public dedications, easements, and right of ways to provide pathways for pedestrians and bicyclists. The city has established a Bike Path Reserve Fund used specifically for funding the construction of additional bike paths. A portion of these funds come from the state gasoline tax.

There are four dedicated off street trail connections within the City.

- A. West of the High School connecting 6th Avenue with Timothy Lane.
- B. Extension of 5th Street to Bergstrom Park.
- C. Extension of 13th Street to Laurel Elementary and Rose Street.
- D. East-west from 18th Street to West Juniper.

There are several other informal off street trail connections within the City as depicted In the Master Plan.

Natural Resource Area — These are lands set aside for preservation of significant natural resources, open space and visual aesthetics and buffering. Recreational use of these areas will be constrained due to restrictions to protect water quality and natural resource values. These areas may or may not be dedicated to the public. These areas are not included in the level of service analysis to follow.

There are 10.76 acres of wetland area set aside with the Reserve development. More natural resource areas are expected to be set aside as development moves into areas of the City with resource constraints.

Private Park / Recreation Facility— These are parks and recreation facilities that are privately owned yet contribute to the City's overall park system.

There are two privately owned existing and future park spaces within the City in 2010 as follows:

- Future park #3—The Reserve
- Scandinavian Festival Park

Undeveloped Parkland—Undeveloped parkland includes properties that have been acquired for future development by the City and parks that are planned to be developed by private interests with development.

There are three park spaces that have been acquired by the City for development and one private park facility:

- Future Park #1—Raintree Meadows
- Future Park #2—The Reserve
- Future Park #3—Private park at The Reserve
- Future Park #4 – Crowley (suggested future park)

III. Parkland Need

The adopted Parks and Paths of Junction City Plan identified the need for the following types of parkland:

- A. One community park, with a minimum size of 10 acres and a service area of 2 miles;
- B. One additional Neighborhood Park, in addition to developed of the two undeveloped park spaces acquired by the City. The Neighborhood Parks should range in size from 1 to 10 acres, with a service areas of ½ mile;
- C. Additional natural resource areas throughout the community;
- D. Trails and connections, specifically along Flat Creek, to regional facilities in the southern Urban Growth Boundary, and to the City of Harrisburg planned community park;
- E. One additional softball/baseball field and two soccer fields; fields; and
- F. A community center.

Specific identified needs include an enhanced public pool, a skatepark, more sports fields, public places for toddler and senior park visitors, and a large community park.

Findings

1. The City has an adopted Parks and Paths of Junction City Plan.
2. There are 14.64 acres of developed City maintained parkland within the City. This includes eleven park spaces that are owned by the City, one by Lane County, and one that is owned by the School District. The parks owned by the City include neighborhood parks, pocket parks, and special use parks that serve the day-to-day recreation needs of the community.
3. There is an additional 22.77 acres of parkland that has been acquired by the City for park development.
4. Junction City has a current park level of service of 2.85 acres per 1000 residents. The City expects the level of service to increase to 7.28 acres per 1000 residents after development of two undeveloped public park spaces (Raintree Meadows and The Reserve).
5. The Parks Plan establishes a future level of service standard of 10 acres per 1000 population. Based on this level of service standard, the Parks Plan identifies an existing deficit of 13.94 acres of parkland as of 2010. The Plan

identifies a 2030 need of 60.59 acres (inclusive of the 13.94 acre existing deficit) to achieve the 10 acre per 1000 level of service standard with a 2030 population of 10,268 persons. In summary, Junction City will need 100.27 acres of parkland in 2030 to meet identified needs. Junction City has a current inventory of 37.41 acres.

IV. Park Goals and Policies

A. Community Park Land Need

Goal 1: It is a goal of the city to provide 10 acres of developed park land per 1,000 residents.

The City needs 60.59 additional acres of parkland between 2010 and 2030 to meet its desired level of service standard of 10 acres per 1,000 population.

Implementation policy:

1. The City of Junction City shall satisfy the recreational needs of its residents by providing sufficient land within its Urban Growth Boundaries for the siting of necessary recreational facilities.
2. The City shall provide funding to carry out the adopted Parks and Paths of Junction City Plan through System Development Charges for parks and recreation; as well inclusion of the City's recreational needs into Junction City's Capital Improvement Program.
3. Developers of new subdivisions shall be required to provide for the recreational needs of their residents as defined in the Subdivision Ordinance.

B. Community Facility Goals

Goal 2: It is a goal of the City of Junction City to continue to operate and construct park and recreational facilities that can be used by the entire community.

Implementation policy:

It is the policy of the City of Junction City to,

1. Acquire parcels of land that will accommodate community facilities, using the Implementation Action Plan of the adopted Parks and Paths of Junction City Plan and the priorities from the Community Services Assessment Final Report as a guide in planning, acquiring and developing recreational resources and facilities.
2. Utilize local citizen input when developing community facility plans.
3. Construct facilities with a multi-purpose use flexibility.

Goal 3: It is a goal of the City of Junction City to continue to meet the recreational, social, and cultural needs of local senior citizens.

Implementing policy:

1. Maintaining a multi-facet program at the Viking Sal Senior Center.
2. Eventual construction of a multi-purpose Senior Center.

Goal 4: It is a goal of the City of Junction City to continue to operate the swimming pool in as energy efficient and economically method as possible.

Implementing policy:

1. Develop and implement an energy conservation program for swimming pool operations.
2. Provide a covered pool to allow year-round usage.
3. Training competent staff in the proper operation of the pool's heating plant.

Goal 5: It is a goal of the City of Junction City to maximize the use of the swimming pool.

Implementing policy:

1. The City of Junction City will continue to offer a variety of high quality swim programs for all age groups.
2. Constructing additional small pools for special classes and as population growth places greater demands on existing facilities. Smaller pools could include diving or wading pools.

Goal 6: It is a goal of the City of Junction City to interconnect all public facilities through the use of a safe bike path system consisting of paths, lands, and ways.

Implementing policy:

1. The City of Junction City will establish an up-to-date Master Bike Path Plan.
2. The City of Junction City will continue to construct new bike paths and/or lanes on new streets when feasible and practical.
3. The City of Junction City will seek to acquire property for the development of off-street trails in addition to development of an on-street bicycle network.
4. The City of Junction City will develop a wayfinding strategy, consisting of signs, urban design and landscaping, that will serve to direct people to public places.
5. The City of Junction City will coordinate efforts with Lane County aimed at developing a system of greenways and/or bicycle-pedestrian pathways from the City to nearby regional recreation centers.

Goal 7: It is a goal of the City of Junction City to plan for tourism development.

Implementing policy:

1. The City of Junction City will establish a Tourism Development Plan.
2. The City of Junction City will coordinate tourism activities with public, private and non-governmental agencies.

V. Junction City Community Events

Community events such as outdoor markets, celebrations, fairs, and annual festivals also provide a sense of community, history, and continuity. The City encourages these events.

1. Scandinavian Festival

The annual Scandinavian Festival is a major community event drawing crowds during its 4 day summer schedule. The festival allows craftsmen and vendors from throughout the state the opportunity to sell products and foods.

A goal of this plan is that the city will continue to support the efforts of the Scandinavian Festival Association in the annual production of its festival. Further, the city supports the continued expansion and improvements the festival association plans to make to existing and future facilities.

The City of Junction City is committed to supporting and building-off of existing events, such as the Scandinavian Festival and Function 4 Junction, and supporting development of new events to attract visitors to the City and enhance the sense of community and history.

VI. Junction City Public Library

The city library has provided an important educational tool to the community for the past 50 years at its current site. The library has been a City function since 1929. The present library is located at the NE corner of W. 7th Avenue and Greenwood Street.

The city takes great pride in its library and its programs. The formation of a civic organization, The Friends of the Library, has brought additional cultural and music events to the community.

VII. Human Services Delivery Programs

The reverence to human service programs found in the Public Facilities Element is expanded as part of this element by a description of the different programs available to the young and aging of the community.

- A. Senior Outreach Program
- B. Senior Meals and Meals on Wheels
- C. Junction City Community Center
- D. Junction City Athletics Association
- E. Local Aid

A. Senior Outreach Program

The purpose of the Senior Outreach Program is to assist those senior citizens who cannot help themselves to meet their medical, social, nutritional, and recreational needs. The Outreach Office is located in the Viking Sal Senior Center and is supported by numerous volunteers that to accomplish its mission and areas of service.

B. Senior Meals and Meals on Wheels

The Senior Meals Program of Lane County, Oregon is a program of Senior & Disabled Services, a division of Lane Council of Governments. This program operates three days a week from Viking Sal, offering dining services. In addition, Meals on Wheels, also operated by Senior & Disabled Services, delivers lunches and performs safety checks on residents over aged 60 within the Junction City area.

C. Junction City Community Center

Junction City operates the Junction City Community Center providing a variety of different programs and activities to meet the community's needs. Development of programs and activities are based on the guidance of an Advisory Board. The non-profit board focuses on partnerships and volunteerism for community based program development and operations.

The Junction City Community Center's primary purpose is to link the Junction City area community members to services, information and volunteer opportunities that enhance quality of life and overall well being.

D. Junction City Athletics Association

This organization provides youth sports for all area residents. Activities include baseball, soccer, softball, gymnastics, and basketball.

A goal of the City of Junction City will be to continue to serve the youth, aging, and disadvantaged of the community by providing selective health, recreational, and educational programs.

Implementing policy:

1. The City of Junction City will continue to financially support those human service programs desired by the community.
2. The City of Junction City will encourage the development of new programs based on the Community Service Assessment Final Report which will help carry out the goals of the city.
3. The City of Junction City will continue to monitor these programs to insure their effectiveness in supplying the needs of the community.

E. Local Aid

Junction City Local Aid provides assistance in the form of food, clothing, utility billing support, prescription drug assistance and related services to low-income individuals and families in the Junction City area.

VIII. Historical Preservation Goals and Guidelines

- A. Historical Preservation Goals
- B. Goal Implementation
- C. Coordination Between the City and County

In Junction City it is still possible to see many historic houses, to walk along the original streets the town was built around, to chat for hours with colorful old-timers, and to find groups and individuals sensitive to history. Viewing old railroad buildings, examples of Victorian, Queen Anne, and Colonial architecture, a casual observer might assume that all is well with the course of historical preservation, and that no further work needs to be done.

A huge amount of work does need to be done. Unless action is taken, rare physical reminders will be lost and precious remembrances will be rendered irretrievable. The

citizens of the city will suffer economically and will be diminished spiritually. Fifty or one-hundred years from now, children and grandchildren will wonder at the shortsightedness and narrowness of vision, if a historical preservation effort is not included in this text. There is a shortage of museum space, the need for a historical library, and archives to do justice to the records of the past. There are gaps and imbalances in the picture of Junction City presented to those people who come here seeking information about the local past.

Economic interest, pride, spiritual value, morality, progress, and patriotism--these are reasons for caring about the history of Junction City. This supplement addresses those tangible and intangible needs and becomes the guide to local government and community in making daily decisions.

History can be preserved and made valuable in two ways. The first method is to dwell upon physical reminders of the past by rescuing and developing historic sites such as houses, barns, cemeteries, railroad buildings, and other artifacts.

The second method is more intangible, but equally important. Public awareness of a need for historical preservation is necessary for this program to operate to its fullest extent. Only when citizens share a collective remembrance of the past can a preservation effort succeed. The goals and implementing measures listed below are established by enactment of this plan.

A. Historical Preservation Goals:

1. To recognize significant buildings, sites, and other historic elements, and to provide for their protection.
2. To encourage interest in the cultural heritage of Junction City for the education and enjoyment of present and future generations.
3. To encourage public and private enterprises in the preservation of historic sites and buildings in Junction City.
4. To apply the Federal Standards for Historic Preservation Projects of the National Historical Preservation Act of 1966 to those buildings and sites in need of protection, stabilization, preservation, restoration, and reconstruction.
5. To insure that historic buildings are added to the national Register of Historic Places and the State Inventory of Historic Sites.
6. To develop a citywide register of historic buildings and places to be preserved protected, restored, and stabilized.
7. To work with the Lane county Historical Society and encourage preservation, rehabilitation, and restoration of historical buildings and sites not only within the City's Urban Growth Boundary, but the entire Lane County.
8. To work with the Junction City Historical Society in the identification, preservation, rehabilitation, and restoration of buildings and historic sites within the city and its urban growth boundary.

Proposals for saving historical treasures will not be realized unless the practical aspects of restoration, rehabilitation, and preservation are faced in detail.

B. Goal Implementation

1. Historical sites and buildings will be designated upon the Comprehensive Plan Map.
2. A cooperative program between the city and the Junction City Historical Society will be developed.
3. Historic sites and buildings will be incorporated into the plans for new subdivisions or commercial or industrial projects.
4. The City will use a conditional use process to protect historic sites identified in the historic sites inventory.

C. Coordination Between the city and County

Although city government is responsible only for lands within the city limits, it is also its responsibility to serve as a recommending and coordinating body in historic matters related to the county. Junction City will ultimately establish its own historic preservation plans, but close coordination between the city and county will result in a framework of harmonious recommendations close to and around the city.

Chapter 9: Housing Element

Last Updated: Adopted September 18, 2012 – Junction City Ordinance 1212
Acknowledged by DLCD August 9, 2013 – Order 001840

I. Background

Statewide Planning Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies. At a minimum, local comprehensive plans and policies that address housing must meet the requirements of Goal 10. Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of all households.

The Housing Element is intended to comply with Statewide Planning Goal 10 (Housing). It assesses housing needs for a 20-year planning horizon in order to determine (1) whether sufficient residential land exists to meet the 20-year needs, and (2) to review housing policies to ensure the city is meeting the needs of current and future residents.

Purpose

The purpose of the Junction City Housing Element is to meet the requirements of Goal 10 and OAR 660-008. State policy requires the Housing Element identify local housing needs. The goals of the Housing Element are to:

1. Describe characteristics of the existing mix and density of housing in Junction City
2. Describe recent residential development trends in the City,
3. Evaluate housing affordability, and
4. Project future need for housing in Junction.

This chapter evaluates the existing residential land supply within the Junction City Urban Growth Boundary to determine if it is adequate to meet present and future housing needs. The methods used for this study generally follow the Planning for Residential Growth guidebook, published by the Oregon Transportation and Growth Management Program (1996).

Framework For The Housing Needs Analysis

Oregon cities are required to comply with Statewide Planning Goal 10, which addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies. At a minimum, local housing policies must meet the requirements of Goal 10 (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).³ Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the

³ Junction City is not required to comply with all of the implementing policies for Goal 10 (e.g., ORS 197.296) because the City's population is less than 25,000.

availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as “housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.” ORS 197.303, which applies to Junction City, defines needed housing types:

- a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
- b) Government assisted housing;⁴
- c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and
- d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

Statewide planning goals, statutes and administrative rules require the housing needs analysis include the following elements:

1. **Population forecast.** Lane County has a coordinated, adopted population forecast for Junction City that was adopted in 2009. The population forecast is the foundation for estimating the number of new dwellings needed during the planning period.
2. **Housing Needs Analysis.** Junction City conducted a housing needs analysis (HNA) based on the requirements of Goal 10 and OAR 660-008. The housing types used in the housing needs analysis included those defined in ORS 197.303: single-family detached, single-family attached, multifamily, mobile or manufactured housing in parks and on lots, and government assisted housing. The HNA uses the following aggregations of housing types: single-family detached (including manufactured home), single-family attached dwellings, and structures with 2 to four units (including duplexes, tri- and quad-plexes), and structures with more than five units. Additionally, the HNA evaluates the need for government-assisted housing. The housing needs analysis includes:
 - a. **Project new housing units needed.** The number of needed housing units is based on forecast population growth for the Junction City UGB between 2011 and 2031. The analysis considered other factors, such as number of people expected to live in group quarters, household size, housing mix, and vacancy rates.
 - b. **Identify trends that may affect housing mix and density.** The HNA includes a review of national, state, and local demographic and economic trends that may affect housing mix and density. These trends include: changes in housing tenure, changes in housing mix, changes in the region’s age structure, changes in ethnicity, changes in housing prices and recent increases in mortgage foreclosures, and other trends.

⁴ Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

- c. **Determine types of housing that are likely to be affordable.** The HNA reviewed trends in housing affordability, such as changes in income, changes in housing price, changes in rental costs, rate of cost-burden, and housing affordability by type of housing for households of different incomes.
- d. **Estimate the number of units needed by housing type.** The estimate of the number of units needed by housing type is based on the information described in sections 3 A through C.
- 3. **Determine actual mix and density of existing housing.** The analysis of housing mix and density of existing housing is based on analysis of building permits and land that was developed during the 2000-2008 period.
- 4. **Determine average density and mix of needed housing.** The HNA presents a housing needs projection that documents “needed” density and mix for future housing needs based on the conclusions about housing need from the housing needs analysis.
- 5. **Determine residential land sufficiency.** The HNA compared the needed acres of residential land with the inventory of residential land in each Plan Designation to determine whether there is enough land within the UGB to accommodate 20-years worth of growth.
- 6. **Comprehensive Plan Policies.** The housing element establishes policies intended to meet identified housing needs.

Organization of the Housing Element

The remainder of the housing element is organized as follows:

Section II: Housing development trends and housing characteristics

describes housing activity within Junction City between 1999 and 2008. The analysis focuses on housing density and mix, tenure, household type and other key housing characteristics.

Section III: Housing Demand and Need presents the housing needs analysis for Junction City.

Section IV: Residential Land Sufficiency estimates the Junction City UGB’s residential land sufficiency needed to accommodate expected growth over the planning period.

Section V: Housing Policy establishes housing goals and policies for Junction City.

II. Housing Development Trends and Housing Characteristics

Analysis of historical development trends in Junction City provides insights into how the local housing market has functioned in the recent past. The housing type mix and density are also key variables in forecasting future land need. Because Junction City is under 25,000 population it is not required to conduct the density and mix analysis required under ORS 197.296.

Despite the fact that Junction City is exempt from this requirement, it is still instructive to review historical housing density and mix. The specific steps are described in Task 2 of the DLCD Planning for Residential Development Workbook:

1. Determine the time period for which the data must be gathered (this analysis uses building permit data for the 9-year period between January 2001 and December 2008, and data from the Census for other periods)
2. Identify types of housing to address (all needed housing types)
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types

The analysis that follows is useful in evaluating the methodological options described in the previous section.

Housing density and mix

Table 1 shows changes in Junction City's housing mix from 1990 to 2005-2009, based on U.S. Census data.⁵ Between 1990 and 2009, Junction City increased its housing stock by over 50%, adding 800 dwelling units. The mix of housing changed during this time. In 1990 about 66% of housing was single-family detached or manufactured housing, with 3% single-family attached and 21% in multifamily housing types. By 2005-2009, about 69% of housing was single-family detached or manufactured housing, with about 2% single-family attached and 20% in multifamily housing types.

The majority of new housing added over the 17-year period was single-family housing. The number of single-family detached units increased by 441 single-family units and 149 units of manufactured housing.

The share of multi-family housing types (e.g. structure with two or more units) increased by 196 units over the 1990 to 2009 period. The share of all housing that is multi-family increased 27% over the 17-year period. The share of attached single-family structures increased slightly, adding 14 more units, or 2% of all new units, to the market.

⁵ The 2005-09 data are from the American Community Survey (ACS). For small geographies such as Junction City, the ACS reports the aggregate results of several years worth of data. This aggregation is necessary to include enough sample points for the data to be statistically valid.

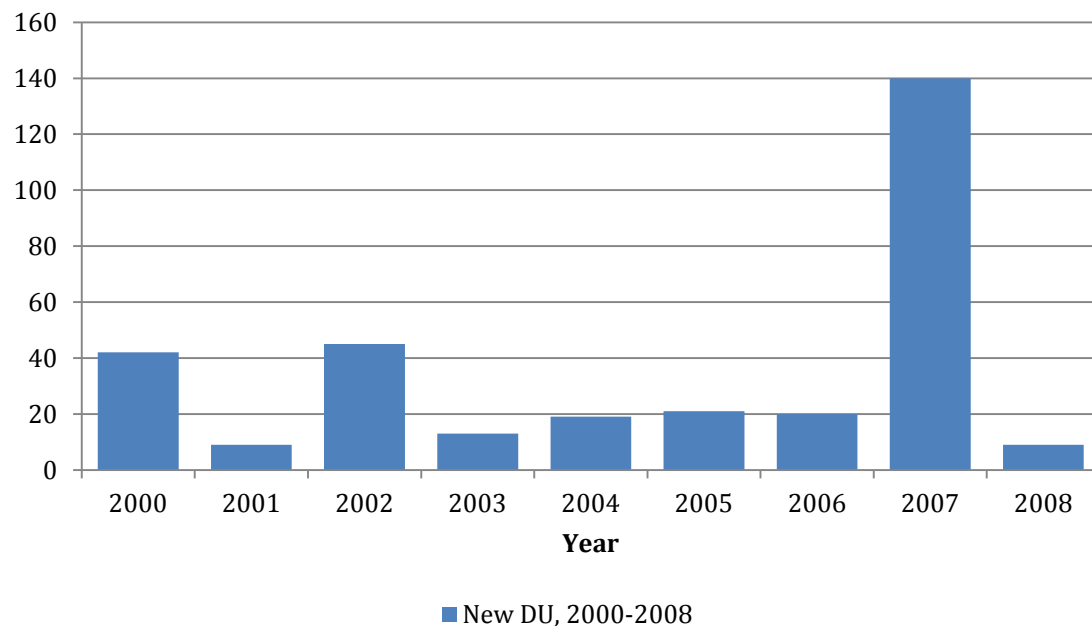
Table 1. Dwelling units by type, Junction City, 1990, 2000, and 2009

	1990		2000		2005-2009		Change 1990 to 2005-2009		
	Units	Percent	Units	Percent	Units	Percent	Units	% of total	% increase
Single-family detached	913	60%	1,096	56%	1,354	59%	441	55%	48%
Mobile/Manufactured	87	6%	182	9%	236	10%	149	19%	171%
Single-family attached	38	3%	45	2%	52	2%	14	2%	37%
Two to four units	199	13%	298	15%	382	17%	183	23%	92%
Five or more units	277	18%	348	18%	290	13%	13	2%	5%
Total	1,514	100%	1,969	100%	2,314	100%	800	100%	53%

Source: U.S. Census 1990 SF3 H020, U.S. Census 2000, SF3 H30, American Community Survey 2009 B25024

Note: The Census does not distinguish between manufactured homes in parks or on single lots.

Figure 1 shows permits issued for new residential construction in Junction City between January 2000 and December 2008. During this period, Junction City issued building permits for new residential construction that allowed 318 new dwelling units. Figure 1 shows that the number of dwelling units approved varies from year to year and peaked at about 140 in 2007 and averaged about 35 annually between 2000 and 2008.

Figure 1. Dwelling units approved through building permits issued for new residential construction, Junction City UGB, 2000-2008

Source: Junction City GIS, LCOG address file; analysis by ECONorthwest

Table 2 shows actual residential density (in dwelling units per net acre) observed in Junction City during the 2000-2008 analysis period. The results show that average density during the analysis period was 7.5 dwelling units per net acre. The results also show that densities vary from year-to-year.

Table 2. Actual residential density (DU/net acre) observed in all plan designations, Junction City UGB, 2000-2008

Year	Existing DU on Sites with New DU	New DU, 2000-2008	Total DU	Total Acres	Density (DU/Net Ac)
2000	64	42	106	18.8	5.6
2001		9	9	1.8	5.1
2002	56	45	101	17.3	5.9
2003	43	13	56	11.6	4.8
2004	49	19	68	5.4	12.6
2005		21	21	3.7	5.6
2006	5	20	25	2.6	9.8
2007	80	140	220	19.5	11.3
2008		9	9	1.1	7.9
Grand Total	297	318	615	81.7	7.5

Source: Junction City GIS, LCOG address file; analysis by ECONorthwest

Table 3 shows actual residential density and mix by housing type for the 2000-2008 period. With respect to housing mix, the results show that 77% of new dwellings were single-family housing types (including single-family attached, single-family detached, and manufactured homes in parks). Twenty-one percent of the new housing was apartments, and 2% was duplexes.

Table 3. Actual residential density (DU/net acre) observed by housing type, Junction City UGB, 2000-2008

Housing Type	All Dwellings		New Dwellings		Average Density (DU/Net Acre)
	Number of Dwellings	Percent of Dwellings	Number of Dwellings	Percent of Dwellings	
Single-Family Detached	222	36%	219	69%	5.9
Single-Family Attached	4	1%	4	1%	15.6
Duplex	9	1%	5	2%	13.5
Apartment	179	29%	67	21%	17.7
Mobile Home in Park	201	33%	23	7%	6.1
Total	615	100%	318	100%	7.5

Source: Junction City GIS, LCOG address file; analysis by ECONorthwest

Table 4 shows average residential densities achieved in residential plan designations and zoning districts. The results show:

Average. The overall average density achieved in urban residential plan designations was 7.1 dwellings per net acre.⁶

Low-Density. The zoning district for the LDR designation is R1, with an average density of 6.0 dwelling units per acre.

⁶ Table 4 excludes development in the Commercial Residential zone (9 new dwelling units over the 2000 to 2008 period) and RR5 (6 new dwelling units over the 2000 to 2008 period).

Medium-Density. The zoning district for the MDR designation is R2, with an average density of 7.3 dwelling units per acre.

High-Density.⁷ The zoning districts for the HDR designation is R3 and R4. Densities achieved in R3 averaged 20.1 dwelling units per net acre. The type of development in R4 was predominantly mobile homes in parks, with an average density in the zone of 5.5 dwelling units per net acre.

Table 4. Actual residential density (DU/net acre) observed in residential plan designations, Junction City UGB, 2000-2008

Plan Designation / Zoning District	Existing DU	New DU, 2000-2008	Total DU	Acres	Density (DU/NRA)
Low-Density Residential					
R1		182	182	30.5	6.0
Medium-Density Residential					
R2		26	26	3.5	7.3
High-Density Residential					
R3	80	61	141	7.0	20.1
R4	163	34	197	36.0	5.5
Total	243	303	546	77.1	7.1

Source: Junction City GIS, LCOG address file; analysis by ECONorthwest

Note: Junction City did not have an HDR Plan Designation during the 2000 to 2008 period. The City is creating an HDR Designation. Zoning districts R3 and R4 will be in the HDR Designation.

Tenure

Table 5 shows changes in Junction City's tenure for occupied units from 1990 to 2005-2009. Junction City had a 4% increase in homeownership over the nineteen-year period. About 58% of housing in Junction City was owner-occupied in 2005-2009, up from 54% in 2000.

Table 5. Change in tenure, occupied units, Junction City, 1990 and 2009

	1990		2005-2009		Change 1990 to 2005-2009	
	Number	Percent	Number	Percent	Number	Percent
Owner Occupied	800	54%	1,255	58%	455	57%
Renter Occupied	678	46%	915	42%	237	35%
Total	1,478	100%	2,170	100%	692	47%

Source: U.S. Census 1990 SF3 H008, American Community Survey 2009 B25003

Note: The number of dwelling units in Pendleton shown in Tables 2 and 3 differ because the tables show different information. Table 2 shows occupied units and Table 4 shows occupied units where housing type is known.

⁷ While Junction City did not have an HDR Plan Designation during the 2000 to 2008 period, the City is creating an HDR Designation. Zoning districts R3 and R4 will be in the HDR Designation.

Household Size and Composition

Table 6 shows average household size by tenure in Junction City, Lane County, and Oregon in 2010. Junction City's average household size for all housing was 2.43 persons per household, with larger owner-occupied and smaller renter-occupied households. In general, Junction City's households were a little larger than Lane County's and smaller than the State average.

Table 6. Average Household Size, Oregon, Lane County, Junction City, 2010

	Oregon	Lane County	Junction City
Average household size	2.47	2.35	2.43
Owner-occupied units	2.53	2.42	2.51
Renter-occupied units	2.36	2.25	2.35

Source: U.S. Census Bureau, 2010, SF1

Table 7 shows household composition in Oregon, Lane County, and Junction City. In the 2005-2009 period, 33% of Junction City's households had children, compared with 25% of Lane County's households and 28% of Oregon's households. Junction City had a larger share of households with married couples (50%), with and without children, than the County (47%), and the same share as the State (50%). Junction City had a smaller share of non-family households (32%) than the County average (39%) or State average (36%).

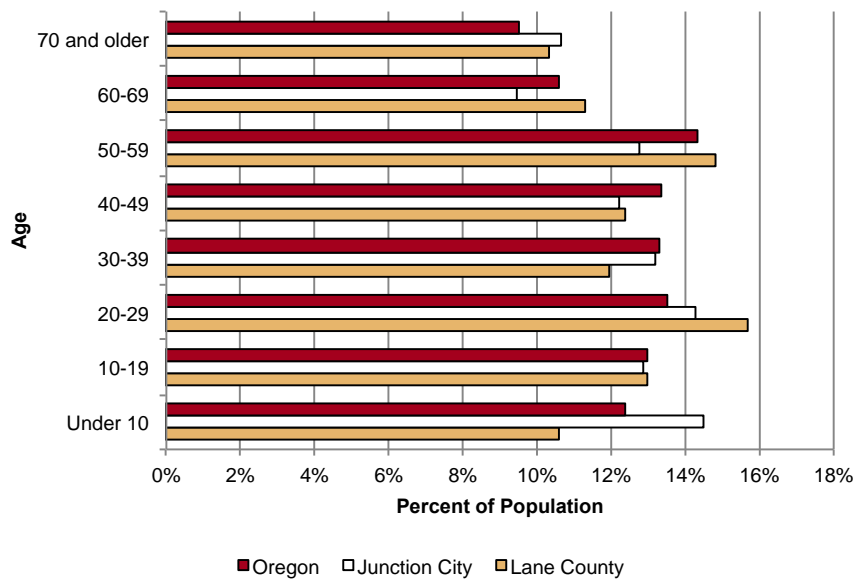
Table 7. Household composition, Oregon, Lane County, and Junction City, 2005-2009

Household Type	Oregon		Lane County		Junction City	
	Number	Percent	Number	Percent	Number	Percent
Households with children	413,712	28%	35,070	25%	711	33%
Married-couple family	290,855	20%	23,636	17%	456	21%
Female householder, no husband present	90,071	6%	8,062	6%	118	5%
Other families	32,786	2%	3,372	2%	137	6%
Households without children	1,050,484	72%	104,523	75%	1,459	67%
Married-couple family	440,699	30%	41,581	30%	619	29%
Other families	81,533	6%	7,806	6%	141	6%
Nonfamilies	528,252	36%	55,136	39%	699	32%
Total Households	1,464,196	100%	139,593	100%	2,170	100%
Average Household Size	2.70		2.53		2.64	

Source: American Community Survey 2005-2009 B25115

Figure 2 shows the population of Junction City in 2010 distributed by age group. Junction City has a similar age distribution to the County and the State, with a slightly higher percentage of people under age 10.

Figure 2. Population by age, Oregon, Lane County, Junction City, 2010

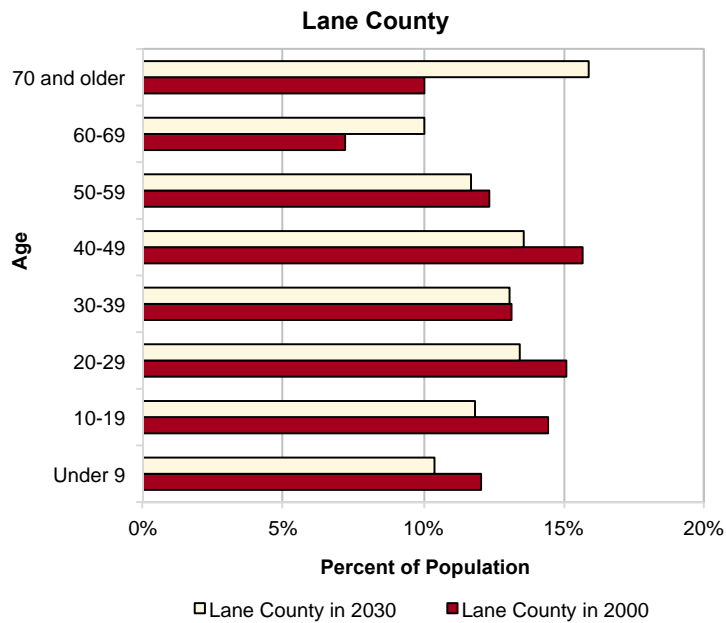


Source: US Census, 2010, SF1

Figure 3 shows the Office of Economic Analysis's (OEA) forecast of population by age group for 2000 to 2030 for Lane County. The OEA forecasts that Lane County will experience growth in all age groups. The share of population in people 60 years and older is forecast to increased from 17% of the population in 2000 to 26% of the population in 2030. The share of population 29 years and younger is forecast to decrease from 42% in 2000 to 36% in 2030.

While comparable data for Junction City does not exist, the implications are that the demographic changes of Junction City's population will be similar to those of Lane County. This suggests that Junction will have a greater proportion of its population aged 60 and over by 2030.

Figure 3. Change in population distribution by age, Lane County, 2000-2030



Source: Oregon Office of Economic Analysis. http://www.oregon.gov/DAS/OEA/docs/demographic/pop_by_ageandsex.xls

III. Housing Needs Analysis

Section I described the framework for conducting a housing "needs" analysis. A recommended approach is described in "Planning for Residential Growth: A Workbook for Oregon's Urban Areas," the Department of Land Conservation and Development's guidebook on local housing needs studies. As described in the Workbook, the specific steps in the housing needs analysis are:

1. Project number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Estimate the number of additional needed units by structure type.
6. Determine the needed density ranges for each plan designation and the average needed net density for all structure types.

This housing needs analysis presented in this section is structured based on these steps.

Project the Number of New Housing Units Needed in the Next 20 Years

Step 1 in the housing needs analysis is to project the number of *new* housing units needed during the planning period. This section describes the key assumptions and presents an estimate of new housing units needed in the Junction City UGB between 2011 and 2031. Trends that may affect these assumptions and the Junction City UGB housing need are described in Step 2 of the housing needs analysis.

Population forecast: 2011-2031

Estimating total new dwelling units needed during the planning period is a relatively straightforward process. Demand for new units is based on the county coordinated population forecast as required by ORS 195.036. Persons in group quarters are then subtracted from total persons to get total persons in households. Total persons in households is divided by persons per household to get occupied dwelling units. Occupied dwelling units are then inflated by a vacancy factor to arrive at total new dwelling units needed. Figure 4 shows the arithmetic.

Figure 4. Method for converting population into new dwelling units

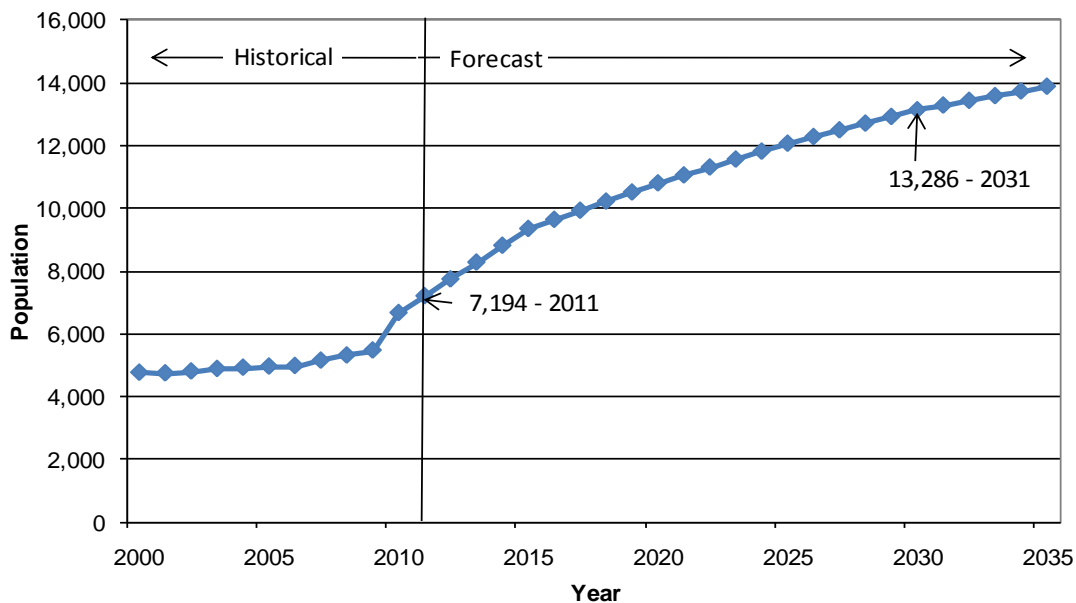
$$\begin{aligned} & \text{Future population} \\ & - \text{Current population} \\ & = \text{population increase} \\ & - \text{persons in group quarters} \\ & = \text{persons in new dwelling units} \\ & \div \text{persons per dwelling unit} \\ & = \text{occupied dwelling units} \\ & - \text{demolitions} \\ & + \text{vacant dwelling units} \\ & = \text{Total needed dwelling units} \end{aligned}$$

The foundation of the estimate of needed new units is the population forecast. Lane County adopted “county coordinated” population forecasts in June 2009.⁸ The county figures include a forecast for the Junction City UGB. That forecast includes assumptions about population residing in the state facilities (e.g., the prison and hospital) proposed to be built in the Junction City UGB.

Figure 5 shows historical population for Junction City for the period between 2000 and 2010 and forecast population for the 2010 through 2030 period.

⁸ Lane County adopted the population in the *Lane County Rural Comprehensive Plan General Plan Policies 1984*, adopted June 2009.

Figure 5. Historical and forecast population, Junction City, 2000-2035



Source: Center for Population Research and Census, Portland State University (historic figures); Lane County Coordinated Population Forecasts

Note: Historical figures are for the city limits; forecast figures are for the UGB. PSU estimated Junction City's 2008 UGB population to be 6,375 persons.

Table 8 shows the population forecast for Junction City for the 2011-2031 period. The coordinated forecasts were prepared by the Population Research Center at Portland State University and were adopted by Lane County in June 2009. The adopted figures show a 2011 population of 7,194 persons and a 2031 population of 13,286. This results in a forecast for 6,092 new persons, or an increase of about 85% for the 20-year period. This results in an average annual growth rate of 3.1%.

Table 8. Junction City population forecast, 2011-2031

Year	Population	Change	
		Number	AAGR
2011	7,194		
2016	9,634	488	6.0%
2021	11,053	284	2.8%
2026	12,281	246	2.1%
2031	13,286	201	1.6%
Change 2011-2031			
Number	6,092		
Percent	85%		
AAGR	3.1%		

Source: Lane County Adopted Coordinated Population
Lane County Rural Comprehensive Plan General Plan Policies 1984,
adopted June 2009

A key consideration for Junction City is the proposed state correctional facility and hospital. The PSU forecasts assumed that these facilities would be built and addressed these in two ways: group quarter estimates and impacts from job creation. With respect to the second issue, the PSU report states:

The jobs that the new group quarters facilities will create are assumed to increase the demand for new housing. The expansion of infrastructure will support the growth; planned housing development and additional employers will also contribute to higher growth than in the past. (page 33)

The PSU report also included estimates for group quarters population as part of the state correctional facility and hospital. The report states that the prison will house 1,800-2,000 people with construction in two phases (completion in 2012 - 550 inmates and 2014 - 1,260 inmates). The report concludes the state hospital capacity is 360 people with completion scheduled for 2015 (page 71).

In summary, the 2009 coordinated population figures include estimates of population that will be housed in the proposed state correctional facility and hospital. As such, these figures should be deducted from the portion of the population that will have housing and related land needs (the state already owns sites in the UGB for the facilities).

Persons in Group Quarters

According to the 2010 Census, 75 persons in Junction City were housed in group quarters. This equates to about 1.4% of the city's 2010 population. Applying this figure results in a 2011 estimate of 100 persons in group quarters and 2031 group quarters population of 186 persons. ECO used a 2031 prison population of 1,900 (the mid-point between the 1,800 and 2,000 figures presented in the PSU report) and a 2031 hospital population of 360 persons.

Table 9 shows that added together, this results in a 2031 group quarters population of 2,646 persons. Subtracting the estimated 100 persons in group quarters in 2011 results in 2,446 new persons in group quarters during the 2011-2031 period.

Table 9. Estimated population in group quarters, 2011-2031

Variable	Value
Population 2031	13,286
Base GQ % (from 2010)	1.4%
Base GQ in 2031	186
Prison population in 2031	1,900
Hospital population in 2031	360
New GQ 2011-2031	2,446

Source: Center for Population Research and Census, Portland State University (historic figures); Lane County Coordinated Population Forecasts; 2000 Census; analysis by ECONorthwest

Note: the estimated prison population in 2031 is the mid-point between the 1800 and 2000 figures (1900 persons) presented in the PSU report.

Household Size

OAR 660-024 established a safe harbor assumption for average household size—which is the figure from the most recent Census.⁹ According to the U.S. Census, the average household size in 2000 was 2.51 persons per households. The average persons per household in 2010 was 2.43 persons per household in Junction City.

The housing needs analysis assumes that Junction City will have an average household size of 2.43 persons per household for the 2011 to 2031 period.

Vacancy Rate

Vacant units are the final variable in the basic housing need model. Vacancy rates are cyclical and represent the lag between demand and the market's response to demand in additional dwelling units. Vacancy rates for rental and multiple family units are typically higher than those for owner-occupied and single-family dwelling units. The overall vacancy rate in Junction City in 2010 was 6.0%. **The housing needs analysis assumes a 6.0% average vacancy rate in Junction City for the 2011 to 2031 period.**

Forecast of needed new housing units, 2011-2031

The preceding analysis leads to a forecast of needed new housing units in the Junction City UGB during the 2011 to 2031 period (Table 10). The projection is based on the following assumptions about the Junction City UGB:

- Total population will increase by 6,092 people from 2011 to 2031; population in occupied households will increase by 3,646 persons.
- About 40% percent of the new population in the Junction City UGB, or 2,446 people, will locate in group quarters. The majority of these new people will reside in the state facilities.
- The average household size within the UGB will be 2.43 people per household, based on information from the 2010 Census, a “safe harbor” assumption established in OAR 660-024-0040(7)(a).
- Vacancy rates for all housing types within the UGB will be 6.0% based on the 2010 Census.

Table 10 shows the preliminary estimate of new housing units needed in the Junction City UGB for the 2011-2031 period, resulting in an need for 1,590 dwellings. This equates to an average of 80 dwelling units annually over the 20-year period.¹⁰

⁹ A safe harbor is an assumption that a city can use in a housing needs analysis that the State has said will satisfy the requirements of Goal 14. OAR 660-024 defined a safe harbor as “... an optional course of action that a local government may use to satisfy a requirement of Goal 14. Use of a safe harbor prescribed in this division will satisfy the requirement for which it is prescribed. A safe harbor is not the only way or necessarily the preferred way to comply with a requirement and it is not intended to interpret the requirement for any purpose other than applying a safe harbor within this division.”

¹⁰ This figure is presented as a reference to provide context for the rate of new housing production. The actual figures will vary from year to year as they have in the past.

Table 10. New dwelling units needed, Junction City UGB, 2011-2031

Variable	Estimate of Housing Units (2011-2031)
Change in persons	6,092
<i>minus</i> Change in persons in group quarters	2,446
<i>equals</i> Persons in households	3,646
Average household size	2.43
New occupied DU	1,500
<i>times</i> Aggregate vacancy rate	6.0%
<i>equals</i> Vacant dwelling units	90
<i>equals</i> Total new dwelling units (2011-2031)	1,590
Dwelling units needed annually	80

Source: Calculations by ECONorthwest

Identify Relevant National, State, and Local Demographic and Economic Trends and Factors that May Affect the 20-Year Projection of Structure Type Mix

Demographic and housing trends are important to a thorough understanding of the dynamics of the Junction City housing market. Junction City exists in a regional economy; trends in the region impact the local housing market. This section documents national, state, and regional demographic and housing trends relevant to Junction City and the southern Willamette Valley.

Demographic trends provide a broader context for growth in a region; factors such as age, income, migration and other trends show how communities have grown and shape future growth. To provide context, we compare Junction City to Lane County and Oregon where appropriate. Characteristics such as age and ethnicity are indicators of how population has grown in the past and provide insight into factors that may affect future growth.

National Housing Trends Summary

The overview of national, state, and local housing trends builds from previous work by ECO and conclusions from The State of the Nation's Housing, 2010 report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook for the next decade as follows:

“Even as the worst housing market correction in more than 60 years appeared to turn a corner in 2009, the fallout from sharply lower home prices and high unemployment continued. By year’s end, about one in seven homeowners owed more on their mortgages than their homes were worth, seriously delinquent loans were at record highs, and foreclosures exceeded two million. Meanwhile, the share of households spending more than half their incomes on housing was poised to reach new heights as

incomes slid. The strength of job growth is now key to how quickly loan distress subsides and how fully housing markets recover.”

The national housing market continues to suffer from high loan delinquencies and high foreclosure rates. The eventual recovery of the national housing market is dependent on near-term resolution of outstanding foreclosures and long-term job growth and expansion of the economy. Some national housing experts expect recovery of the housing market to take three to five years (from 2010). During that period, experts are projecting little growth in single-family housing types and slow growth in multifamily housing types.¹¹

National housing market trends include:¹²

- Continuation of housing market depression. The last three years saw a continuation of the significant departure from the recent housing boom that had lasted for 13 consecutive years (1992-2005). By 2007 and early 2008, housing market problems had reached the rest of the economy, resulting in a nationwide economic slowdown and recession. Since 2008, the housing market has declined, with an over-supply of housing stock, decreases in housing prices, and increases in foreclosures.
- Oversupply of housing. From 2000 to 2005 housing starts and manufactured home placements appeared to have been roughly in line with household demand. In 2005, with demand for homes falling but construction coming off record levels, the surplus of both new and existing homes was much higher than in recent years. Between July 2006 and January 2009, the number of new homes for sale fell by 41% and demand dropped even faster and the supply of new homes for sale reached 12.4 months, the highest in U.S. history. This resulted in a strong buyer's market, leaving many homes lingering on the market and forcing many sellers to accept prices lower than what they were expecting. The Joint Center for Housing Studies predicts the oversupply will eventually balance as housing starts continue to fall, lower prices motivate unforeseen buyers, and the rest of the economy begins to recover.
- Declines in homeownership. After 13 successive years of increases, the national homeownership rate slipped in each year from 2005 to 2009 and is currently 67.4%, although the number of homeowners grew from in 2009 for the first time since 2006. The Urban Land Institute projects that homeownership will decline to around the low sixty percent range.
- Increases in foreclosures. The number of delinquent loans or home foreclosures continues to increase. The share of severely delinquent loans ranged from 5.1% of prime fixed-rate mortgages to 42.5% of subprime adjustable rate mortgages in the first quarter of 2010. Between early 2007 and the first quarter of 2010, 6.1 million foreclosure notices were issued on first-lien loans. In early 2010, the

¹¹ Urban Land Institute, “2011 Emerging Trends in Real Estate”

¹² These trends are based on information from: (1) The Joint Center for Housing Studies of Harvard University's publication “the State of the Nation's Housing 2010,” (2) Urban Land Institute, “2011 Emerging Trends in Real Estate,” and (3) the U.S. Census.

number of loans in the foreclosure process was 2.1 million, which was nearly four times the number of foreclosures in process three years earlier.

- Decreases in housing prices. Since 2008, foreclosures have contributed to a sharp decrease in housing prices, leaving nearly 5 million homeowners “under water” on their mortgages (where the value of the house is less than the owner’s mortgage). Home prices will have to increase by about 25% before these homes are worth as much as the amount owed on the mortgage.
- Growth in rentals. The supply of rental units continues to grow, with an addition of 3 million rental households from 2005 to 2009. The rental vacancy rate increased from 9.6% in 2007 to 10.5% in 2009, in part because some homeowners choose to rent a house they are unable to sell, rather than leaving it vacant or lowering the sales price.
- Housing affordability. In 2009, more than one-third of American households spent more than 30% of income on housing, and 16% spent upwards of 50%. The number of severely cost-burdened households (spending more than 50% of income on housing) increased by 7.4 million households from 2000 to 2008, to a total of nearly 18 million households in 2008. Nearly 40% of low-income households with one or more full-time workers are severely cost burdened, and nearly 60% of low-income households with one part-time worker are severely cost burdened.
- According to the Joint Center for Housing Studies, these statistics understate the true magnitude of the affordability problem because they do not capture the tradeoffs people make to hold down their housing costs. For example, these figures exclude the 2.5 million households that live in crowded or structurally inadequate housing units. They also exclude the growing number of households that move to locations distant from work where they can afford to pay for housing, but must spend more for transportation to work.
- Changes in housing characteristics. National trends show that the size of single-family and multi-family units and the number of household amenities (e.g., fireplace or two or more bathrooms) increased since the early 1990s. Between 2007 and 2009 the trend towards larger units with more amenities declined, with a decrease in unit size and a decline in the share of units with additional amenities. It is unclear whether this short-term trend represents a fundamental change in the housing market or a reaction to the current housing market.
- Long-term growth and housing demand. The Joint Center for Housing Studies indicates that demand for new homes could total as many as 17 million units nationally between 2010 and 2020. Much of the demand will come from baby boomers, echo boomers, and immigrants.
- Changes in housing preference. Housing preference will be affected by changes in demographics, most notably the aging of the baby boomers, housing demand from the echo-boomers, and growth foreign-born immigrants. Baby boomers housing choices will affect housing preference and homeownership, with some boomers likely to stay in their home as long as they are able and some preferring other housing products, such as multifamily housing or age-restricted housing developments.

In the near-term, echo-boomers and new immigrants may increase demand for rental units. The long-term housing preference of echo-boomers and new immigrants is uncertain. They may have different housing preferences as a result of the current housing market turmoil and may prefer smaller owner-occupied units or rental units. On the other hand, their housing preferences may be similar the baby-boomers, with a preference for larger units with more amenities.

State Demographic Trends

Oregon's *2011-2015 Consolidated Plan* includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide.¹³ The plan concludes that "Oregon's changing population demographics are having a significant impact on its housing market." It identified the following population and demographic trends that influence housing need statewide. Oregon is:

- Growing more slowly than the national average since 2007
- Facing housing cost increases but higher unemployment and lower wages, when compared to the nation
- Having higher foreclosure rates since 2005, compared with the previous two decades
- Losing federal subsidies on about 8% of federally subsidized Section 8 housing units
- Losing housing value in some markets within Oregon
- Losing manufactured housing parks, with a 25% decrease in the number of manufactured home parks between 2003 and 2010
- Increasingly older, more diverse, and, less affluent households¹⁴

Local and Regional Trends in Demographics and Housing Affordability

Income

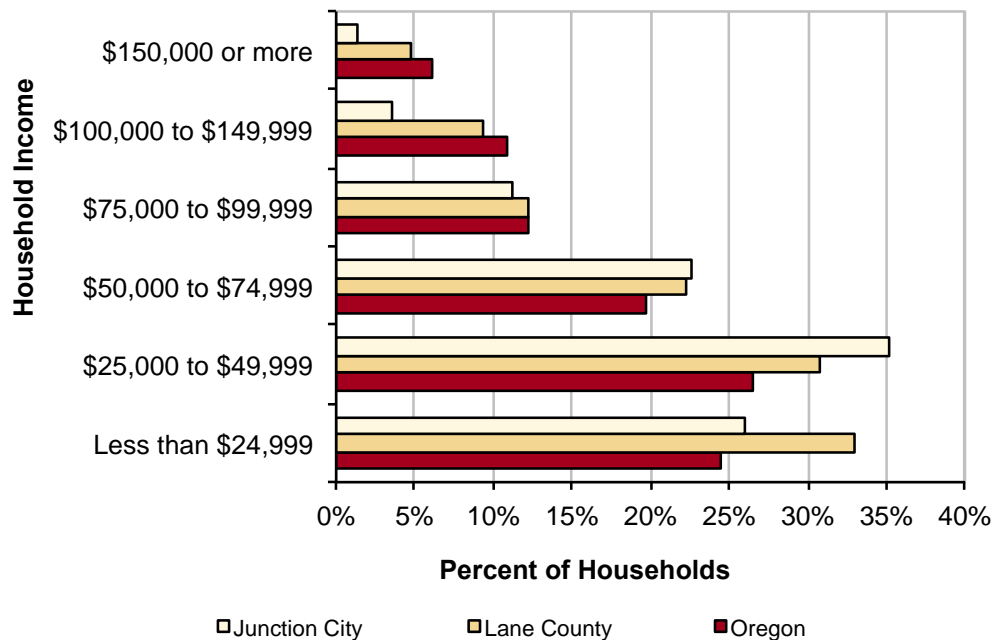
This section summarizes regional and local income and housing cost trends. Income is one of the key determinants in housing choice and households' ability to afford housing. A review of historical income and housing price trends provides insights into the local and regional housing markets.

According to Census data, Junction City's median household income over the 2005-2009 period was \$38,662, compared with \$42,852 for Lane County. Figure 6 shows the distribution of household income in Oregon, Lane County, and Junction City for the 2005-2009 period. Junction City and Lane County generally had a larger share of households with income of \$50,000 or less (61% and 64% respectively) compared with the State average (51%). Junction City had a smaller share of households with income over \$100,000 than the State (5% and 17%).

¹³ http://www.ohcs.oregon.gov/OHCS/HRS_Consolidated_Plan_5yearplan.shtml

¹⁴ State of Oregon *Consolidated Plan 2011 to 2015*

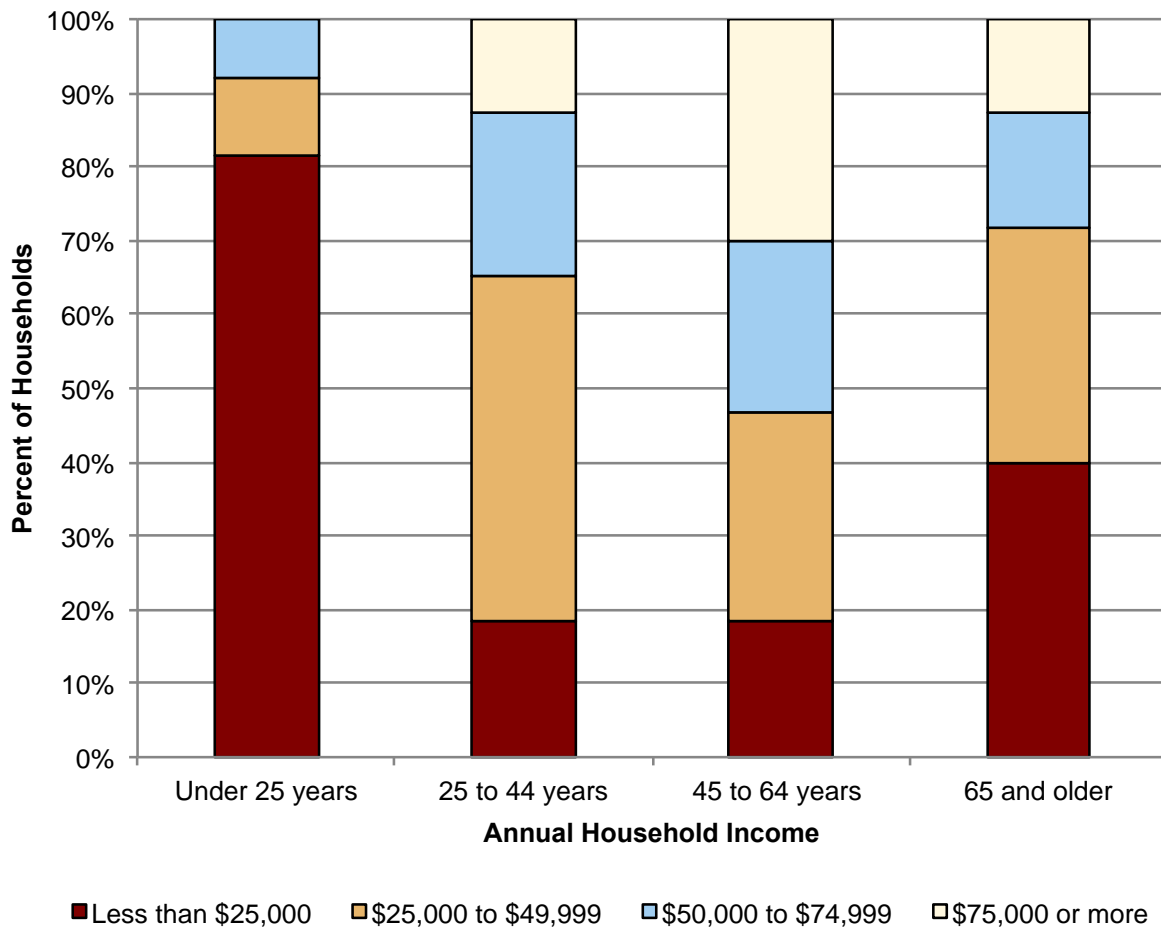
Figure 6. Household Income, Oregon, Lane County, and Junction City, 2005-2009



Source: American Community Survey, 2005-2009; Table B19001

Figure 7 shows income by age group for the period 2006 through 2010. Households under 25 years old have the lowest income (more than 80% have income of \$25,000 or less per year). Income increases with age and peaks at ages 45 and 64, with nearly 30% of those households earning an annual income of \$75,000 or more. This data is consistent with County and State data.

Figure 7. Household Income by Age Group, Junction City, 2006-2010



Source: American Community Survey, 2006-2010; Table B19037

A typical standard used to determine housing affordability is that a household should pay no more than a certain percentage of household income for housing, including payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30% of their income on housing experience “cost burden” and households paying more than 50% of their income on housing experience “severe cost burden.” Using cost burden as an indicator is consistent with the Goal 10 requirement of providing housing that is affordable to all households in a community.

According to the U.S. Census, about 55,000 households in Lane County—over 40%—paid more than 30% of their income for housing expenses in the 2005-2009 period. Table 11 shows housing costs as a percent of income by tenure for Junction City households during the 2005-2009 period. The data show that about 37% of Junction City households experienced cost burden during the 2005-2009 period. The rate was much higher for renters (44%) than for homeowners (33%).

Table 11. Housing cost as a percentage of household income, Junction City, 2005-2009

Percent of Income	Owners		Renters		Total	
	Number	Percent	Number	Percent	Number	Percent
Less than 20%	547	44%	194	23%	741	35%
20% - 24%	120	10%	195	23%	315	15%
25% - 29%	177	14%	95	11%	272	13%
30% - 34%	94	7%	90	10%	184	9%
35% or more	317	25%	284	33%	601	28%
Total	1,255	100%	858	100%	2,113	100%
Cost Burden	411	33%	374	44%	785	37%

Source: American Community Survey 2005-2009 B25070 B25091

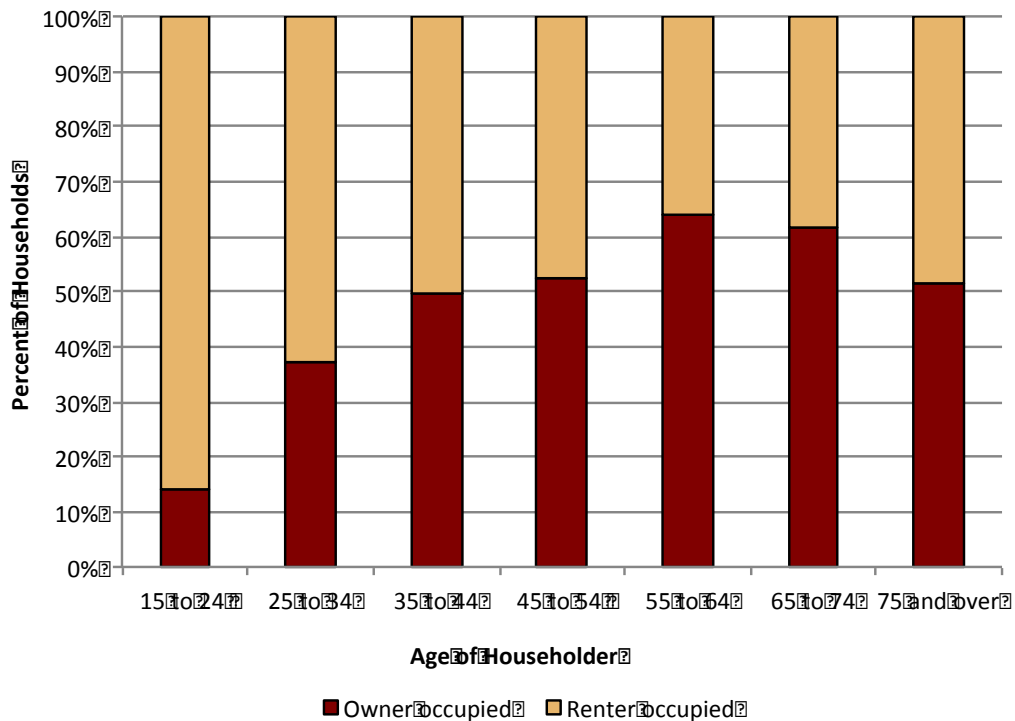
In comparison, 41% of Lane County's households were cost burdened during the 2005-2009 period, with 55% of renter households cost burdened and 32% of owner households cost burdened. The State average of cost burden was 39%, with 50% of renter households cost burdened and 33% of owner households cost burdened.

While cost burden is a common measure of housing affordability, it does have some limitations. Two important limitations are:

1. A household is defined as cost burdened if the housing costs exceed 30% of their income, regardless of actual income. The remaining 70% of income is expected to be spent on non-discretionary expenses, such as food or medical care, and on discretionary expenses. Households with higher income may be able to pay more than 30% of their income on housing without impacting the household's ability to pay for necessary non-discretionary expenses.
2. Cost burden compares income to housing costs and does not account for accumulated wealth. As a result, the estimate of how much a household can afford to pay for housing does not include the impact of accumulated wealth a household's ability to pay for housing. For example, a household with retired people may have relatively low income but may have accumulated assets (such as profits from selling another house) that allow them to purchase a house that would be considered unaffordable to them based on the cost burden indicator.

Figure 8 shows tenure by age of householder. Homeownership becomes more common as age increases. Homeownership peaks for householders aged 55 to 74 years, with more than 60% of households in this category living in owner-occupied dwellings.

Figure 8. Age of householder by tenure, 2010



Source: U.S. Census Bureau, 2010

Housing Value

Table 12 shows change in median housing value in Lane County and Junction City for the 1990 to 2000 period and 2000 to 2005-2009 period. Housing prices more than doubled between 1990 and 2000 in Junction City from \$52,300 in 1990 to \$114,000 in 2000, increasing by \$61,700 or 118%. Lane County's housing prices increased by over \$70,000, or 108%, over the same ten-year period.

Between 2000 and the 2005-2009 period, Junction City's housing prices rose from \$114,000 in 2000 to nearly \$180,000 during the 2005-2009 period, increasing by just under \$66,000 or 58%. Lane County's housing prices increased by almost \$85,000 or 62% over the same period.

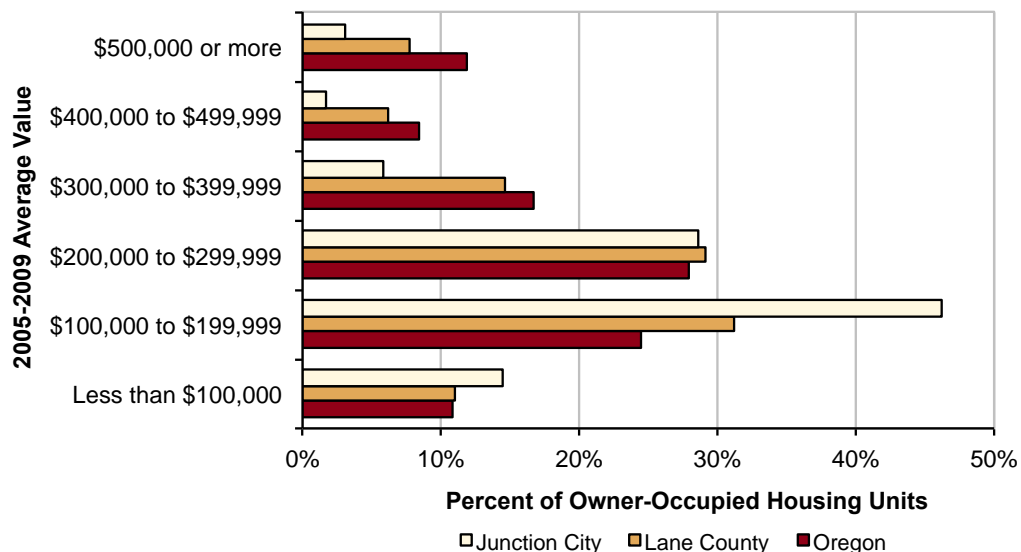
Table 12. Median housing value, owner-occupied housing units, Lane County and Junction City, 1990 to 2005-2009

Year	Lane County	Junction City
1990	\$65,500	\$52,300
2000	\$136,000	\$114,000
2005-2009	\$220,800	\$179,900
Change 1990 to 2005-2009		
Amount	\$70,500	\$61,700
Percent	108%	118%
Change 2000 to 2005-2009		
Amount	\$84,800	\$65,900
Percent	62%	58%

Source: U.S. Census 1990 H061A, U.S. Census 2000 SF3 H85, U.S. Census American Community Survey 2005-2009 B25077

Figure 9 shows a comparison of housing value for owner-occupied housing units in Oregon, Lane County, and Junction City for the 2005-2009 period. Junction City had a smaller share of housing valued between \$200,000 and \$400,000 (34%), compared to the State (45%) and County (44%). Junction City had a larger share of housing valued less than \$200,000 (61%) than the State (35%) or County (42%). Junction City had a smaller share of housing valued more than \$400,000 (5%) than the State (20%) or County (14%).

Figure 9. Housing value, owner-occupied housing units, Oregon, Lane County, and Junction City, 2005-2009



Source: American Community Survey, 2005-2009; Table B25075

Housing Rental Cost

Table 13 shows the median contract rent for Lane County cities. Median contract rent in Junction City was \$541 during the 2005-2009 period. The highest median contract rents from the 2005-2009 Community Survey were in Veneta and Eugene. The lowest median contract rents were in Westfir and Oakridge.

Table 13. Median contract rent, Lane County cities, 2005-2009

Location	Rent
Westfir	\$421
Oakridge	\$444
Junction City	\$541
Creswell	\$547
Coburg	\$548
Lowell	\$575
Cottage Grove	\$603
Springfield	\$610
Florence	\$620
Dunes City	\$656
Eugene	\$679
Veneta	\$747

Source: U.S. American Community Survey
2005-2009 B25058

Table 14 shows median contract rent for Lane County and Junction City in 1990, 2000 and the 2005-2009 period. Rent increased from 2000 to 2005-2009 by \$50 (10%) in Junction City, and 108 (20%) in Lane County.

Table 14. Median contract rent, Lane County and Junction City, 1990 to 2005-2009

	Lane County	Junction City
1990*	\$418	\$370
2000	\$542	\$491
2005-2009	\$650	\$541
Change 2000 to 2005-2009		
Amount	\$108	\$50
Percent	20%	10%

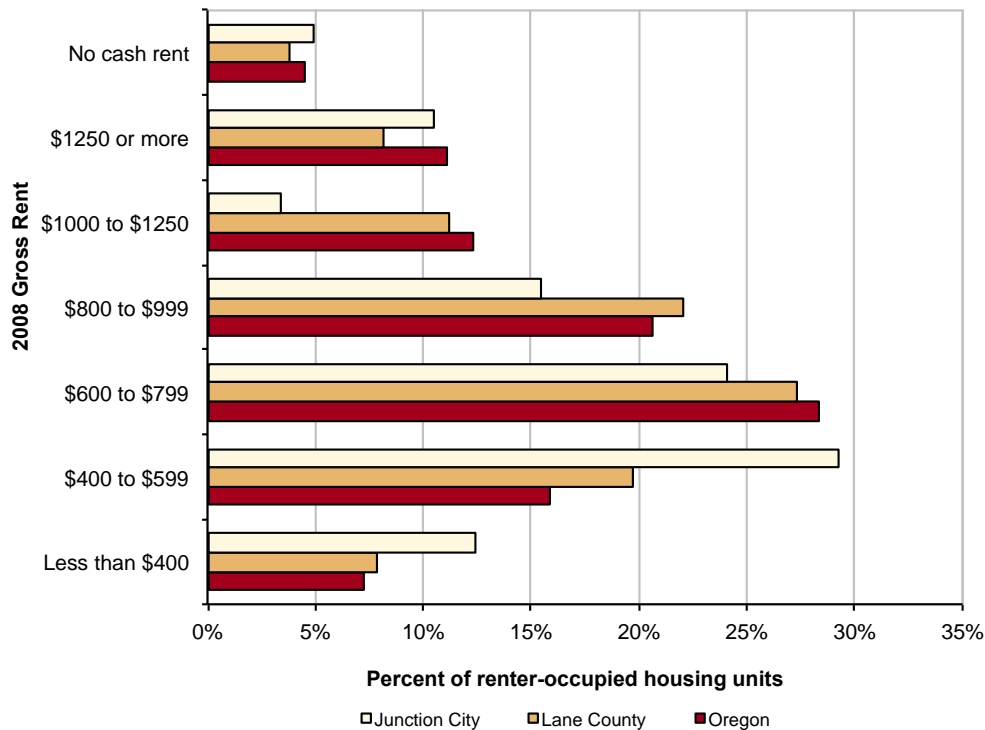
Source: U.S. Census 2000 SF3 H56, U.S. Census 1990 H032B
American Community Survey 2005-2009 B25058

* Note: 1990 is median GROSS rent, not contract rent.

Figure 10 shows a comparison of gross rent for renter-occupied housing units in Oregon, Lane County, and Junction City in the 2005-2009 period. Junction City had a larger share of rental units costing less than \$600 per month (42%) than the State average (23%) and the County average (28%). Junction City had a smaller share of

rental units costing between \$800 and \$1,250 per month (19%) than the County average (33%) or the State average (33%).

Figure 10. Gross rent, renter-occupied housing units, Oregon, Lane County, and Junction City, 2005-2009



Source: American Community Survey, 2005-2009; Table B25063

Table 15 shows a rough estimate of affordable housing cost and units by income levels for Junction City in 2009. Several points should be kept in mind when interpreting this data:

- Because all of the affordability guidelines are based on median family income, they provide a rough estimate of financial need and may mask other barriers to affordable housing such as move-in costs, competition for housing from higher income households, and availability of suitable units. They also ignore other important factors such as accumulated assets, purchasing housing as an investment, and the effect of down payments and interest rates on housing affordability.
- Households compete for housing in the marketplace. In other words, affordable housing units are not necessarily *available* to low income households. For example, if an area has a total of 50 dwelling units that are affordable to households earning 30% of median family income, 50% of those units may already be occupied by households that earn more than 30% of median family income.

The data in Table 15 indicate that in 2009:

- About 15% of Junction City's households could not afford a studio apartment according to HUD's estimate of \$500 as fair market rent;

- Households that are unable to afford housing, such those with income of less than \$15,000 who cannot afford HUD's estimate of fair market rent for a studio apartment,
- More than 30% of Junction City's households could not afford a two-bedroom apartment at HUD's fair market rent level of \$768;
- A household earning median family income (\$57,200) could afford a home valued up to about \$143,000.

Table 15. Rough estimate of housing affordability, Junction City, 2009

Income Level	Number of HH	Percent	Affordable Monthly Housing Cost	Crude Estimate of Affordable Purchase Owner-Occupied Unit	Est. Number of Owner Units	Est. Number of Renter Units	Surplus (Deficit)	HUD Fair Market Rent (FMR) in 2009
Less than \$10,000	144	7%	\$0 to \$250	\$0 to \$25,000	93	52	1	
\$10,000 to \$14,999	165	8%	\$250 to \$375	\$25,000 to \$37,000	6	64	(95)	
								Studio: \$500
\$15,000 to \$24,999	255	12%	\$375 to \$625	\$37,500 to \$62,500	51	358	154	1 bdrm: \$607
\$25,000 to \$34,999	425	20%	\$625 to \$875	\$62,500 to \$87,500	22	192	(210)	2 bdrm: \$768
								3 bdrm: \$1,074
\$35,000 to \$49,999	340	16%	\$875 to \$1,250	\$87,500 to \$125,000	116	124	(100)	4 bdrm: \$1,196
\$50,000 to \$74,999	489	23%	\$1,250 to \$1,875	\$125,000 to \$187,500	404	72	(13)	
Lane County MFI: \$57,200			\$1,430	\$143,000				
\$75,000 to \$99,999	245	11%	\$1,875 to \$2,450	\$187,500 to \$245,000	289	26	70	
\$100,000 to \$149,999	76	4%	\$2,450 to \$3,750	\$245,000 to \$375,000	218	0	142	
\$150,000 or more	31	1%	More than \$3,750	More than \$375,000	81	0	50	
Total	2,170	100%			1,282	888	0	

Source: 2005-2009 Census American Community 5-year estimates,

HUD Section 8 Income Limits, HUD Fair Market Rent. Based on Oregon Housing & Community Services. Housing Strategies Workbook: *Your Guide to Local Affordable Housing Initiatives*, 1993.

Notes: FMR-Fair market rent

Summary of key housing affordability trends

Junction City's housing density and mix changed considerable between 1990 and 2009.

- Between 1990 and 2009, Junction City increased its housing stock by over 50%, adding 800 dwelling units.
- The mix of housing changed considerably during between 1990 and 2009. The number of single-family detached units (e.g., single-family houses and manufactured homes) increased by 220% over the 17-year period, with 590 single-family units built. One quarter of the new single-family homes built were mobile or manufactured homes.
- Between 2000 and 2008, the average density of new residential development was 7.5 dwelling units per net acre. The highest densities were achieved in the Commercial/Residential designation (15.1 dwelling units per net acre). The Low-Density Residential plan designation averaged 6.0 dwellings per net acre, while the Medium-Density Residential plan designation averaged 8.6 dwellings per net acre.

Junction City's housing costs increased between 1990 and 2009.

- Junction City's median housing value increased almost 60% between 2000 and the 2005-2009 period. Lane County's housing prices increased by 62% over the same period.
- Junction City has a larger share of households earning \$50,000 or less and a smaller share earning \$100,000 or more than the State and County.
- About 37% of Junction City's households were cost-burdened, with 44% of renters and 33% of owners cost-burdened.

However, Junction City maintains affordable housing options for Lane County.

- Rents increased at a slower pace than housing prices, increasing by 10% (\$50) between 2000 and the 2005-2009 period.
- Junction City had a larger share of housing valued under \$200,000 than the State, and a smaller share of housing valued more than \$400,00 for the 2005-2009 period.
- Junction City has the third lowest median rent of cities in Lane County.

Estimate of additional units needed by structure type

Step four of the housing needs analysis as described in the DLCD Workbook is to develop an estimate of need for housing by income and housing type. This requires some estimate of the income distribution of future households in the community. The estimates presented in this section are based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

Table 16 shows that Junction City needs 1,590 new dwelling units for the 2011-2031 period. The first step in estimating units by structure type is to evaluate income as it relates to housing affordability. Table 16 shows an estimate of needed dwelling units by income level for the 2011-2031 period. The analysis uses market segments consistent with HUD income level categories. The analysis shows that about 43% of households in Junction City could be considered high or upper-middle income in 2009 and that about 43% of the housing need will derive from households in these categories.

Table 16. Estimate of needed dwelling units by income level, Junction City, 2011-2031

Market Segment by Income	Income range	Number of New Households	Percent of Households	Financially Attainable Products		
				Owner-occupied	Renter-occupied	
High (120% or more of MFI)	\$68,640 or more	347	22%	All housing types; higher prices	All housing types; higher prices	↑ Primarily New Housing
Upper Middle (80%-120% of MFI)	\$45,760 to \$68,640	336	21%	All housing types; lower values	All housing types; lower values	
Lower Middle (50%-80% of MFI)	\$28,600 to \$45,760	400	25%	Manufactured on lots; single-family attached; duplexes	Single-family attached; detached; manufactured on lots; apartments	↓ Primarily Used Housing
Low (30%-50% or less of MFI)	\$17,160 to \$28,600	243	15%	Manufactured in parks	Apartments; manufactured in parks; duplexes	
Very Low (Less than 30% of MFI)	Less than \$17,160	264	17%	None	Apartments; new and used government assisted housing	

Source: ECONorthwest

Describe the demographic characteristics of the population and, if possible, housing trends that relate to demand for different types of housing

The purpose of the analysis thus far has been to give some background on the kinds of factors that influence housing choice, and in doing, to convey why the number and interrelationships among those factors ensure that generalizations about housing choice are difficult and prone to inaccuracies.

In the context of housing markets, what one observes when looking at past and current housing conditions is *the intersection of the forces of housing supply and demand at a price of housing*. Analysts typically focus a description of housing demand on the characteristics of households that create or are correlated with *preferences* for different types of housing, and *the ability to pay* (the ability to exercise those preferences in a housing market by purchasing or renting housing; in other words, income or wealth).

One way to forecast housing demand is with detailed analysis of demographic and socioeconomic variables. If one could do the measurement fine enough, one might find that every household has a unique set of preferences for housing. But no city-wide housing analysis can expect to build from the preferences of individual households.¹⁵ Most housing market analyses that get to this level of detail try to describe *categories* of households on the assumption that households in each category will share characteristics that will make their preferences similar.

¹⁵ Not only could one not measure the preferences of all existing households (now and in the future); one could not know what specific households would be migrating to the region.

The main demographic and socioeconomic variables that may affect housing choice include: age of householder, household composition (e.g., married couple with children or single-person household), size of household, ethnicity, race, household income, or accumulated wealth (e.g., real estate or stocks). The literature about housing markets identify the following household characteristics so those most strongly correlated with housing choice are: age of the householder, size of the household, and income.¹⁶

- **Age of householder** is the age of the person identified (in the Census) as the head of household. Households make different housing choices at different stages of life. For example, a person may choose to live in an apartment when they are just out of high school or college but if they have children, they may choose to live in a single-family detached house.
- **Size of household** is the number of people living in the household. Younger and older people are more likely to live in single-person households and people in their middle years are more likely to live in multiple person households (often with children).
- **Income** is the household income. Income is probably the most important determinant of housing choice. Income is strongly related to the type of housing a household chooses (e.g., single-family detached, duplex, or a building with more than five units) and to household tenure (e.g., rent or own). A review of census data that analyzes housing types by income in most cities will show that as income increases, households are more likely to choose single-family detached housing types. Consistent with the relationship between income and housing type, higher income households are also more likely to own than rent.

¹⁶ The research in this section is based on numerous articles and sources of information about housing, including:

M. Dieleman. *Households and Housing*. New Brunswick, NJ: Center for Urban Policy Research. 1996.

The State of the Nation's Housing 2010. The Joint Center for Housing Studies of Harvard University. 2010.

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E. Birch. *Who Lives Downtown*. Brookings Institution. 2005.

C. Rombouts. *Changing Demographics of Homebuyers and Renters*. Multifamily Trends. Winter 2004.

J. McIlwain. *Housing in America: The New Decade*. Urban Land Institute. 2010.

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W. Hudnut III. *Impact of Boomer Retirement on Sprawl*. Urban Land, February 2005.

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L. Lachman and D. Brett. *Generation Y: America's New Housing Wave*. Urban Land Institute. 2010.

AARP. *Home and Community Preferences of the 45+ Population*. 2010.

AARP. *Approaching 65: A Survey of Baby Boomers Turning 65 Years Old*. 2010.

U.S. Interim Projections by Age, Sex, Race, and Hispanic Origin: 2000 to 2050. Bureau of the Census.

ECONorthwest's analysis of 2000 Census Public Use Microdata Sample (PUMS) data for Oregon and counties within Oregon.

U.S. Census data for 1990, 2000, and American Community Survey data.

Trends affecting housing mix

The previous section described the three household characteristics that are most closely correlated with household choice. This section describes the demographic and socioeconomic trends in Junction City and Lane County related to these characteristics by describing the characteristics of households currently in Junction City. The majority of Junction City's population growth, however, is expected to be the result of in-migration.¹⁷ It is difficult (if not impossible) to accurately project the characteristics of households that may move to Junction City over the next 20 years, beyond the projections for changes in population by age group. To some degree, projecting future housing preference relies on estimating the ways that the characteristics of new households in Junction City will be different and make different housing choices than existing households.

The national demographic trends that will affect housing demand across the U.S., as well as Oregon and Junction City are:

- **Aging of the baby boomers.** By 2029, the youngest baby boomers will be 65 years old. By 2030, people 65 years and older are projected to account for about 20% of the U.S. population, up from about 12% of the population in 2000. The State forecast that people over 65 years will grow from 13% of Lane County's population in 2000, to 21% in 2030, an addition of nearly 47,000 people over age 65.
- **Growth in echo boomers.** Echo boomers are a large group of people born from the late 1970s to early 2000s, with the largest concentration born between 1982 and 1995. By 2030, echo boomers will all be older than 25 years old, with the majority between the ages of 35 to 48 years old. The echo boomers will form households and enter their prime earnings years during the 20-year planning period.
- **Growth of immigrants.** One of the fastest growing groups in the U.S. will be immigrants, with Hispanics the fastest growing groups. By 2030, Hispanics are projected account for about 20% of the U.S. population, an increase from about 13% of the U.S. population in 2000.
- **Increase in diversity.** One of the fastest growing ethnic groups in the U.S. are Hispanics and Latinos. By 2030, Hispanics and Latinos are projected account for about 20% of the U.S. population, an increase from about 13% of the U.S. population in 2000. Growth in Hispanics and Latinos will be the result of natural increase (more births than deaths) and immigration from other countries.
- **Change in household composition.** The composition of households is changing, in part as a result of the aging of the population, growth of immigrants, and increase in diversity. Traditional household composition (e.g., households with children and married couples) are becoming less common and non-traditional household composition (e.g., single-family households and non-family households) are becoming more common.

¹⁷ The Portland State University Population Research Center's annual estimate of population shows that 74% of Lane County's population growth between 2000 and 2010 is the result of in-migration. We assume that in-migration will continue to account for the majority of growth in Lane County over the planning period.

- **New workers at state facilities.** The State is planning to develop a State Hospital and Prison in Junction City, with up to 1,800 employees at the two facilities. The expected average wage for Prison employees would be \$29,000.¹⁸

Table 17 summarizes the affect of demographic and socioeconomic trends on Junction City's housing need.

¹⁸ Based on information from: the Oregon Department of Corrections "Community Impact Study for Junction City and the Southern Willamette Valley" and estimates of employment in the Junction City "Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis."

Table 17. Demographic trends and their affect on housing demand in Junction City and Lane County

		Affect of trends on household choice			
	Demographic trends	Age of household head	Household size and composition	Household income	Potential Affect on Housing Demand
Baby boomers Age in 2010 46 to 65 years old Age in 2030 66 to 85 years old	<p>Baby boomers are a fastest growing segment of Lane County's population.</p> <ul style="list-style-type: none"> • People over 60 years are forecasted to grow from 17% of Lane County's population in 2000 to 26% in 2030. • Growth in people over 65 years old in Lane County will result in growth of over additional 47,000 people in this age group, or 44% of total population growth over the 2000 to 2030 period. 	<p>Junction City's older householders are more likely to be homeowners.</p> <ul style="list-style-type: none"> • Homeownership peaks for householders age 55 to 64 (at 64%) and declines by 3% within the 65 to 74 age group. More than half of householders 45 and older in Junction City are homeowners. • Homeownership begins to decrease substantially for households over 75 years old. About 52% of householders over 75 in Junction City are homeowners. • Homeownership declines after age 65. Just over half of people 65 years and over own a single-family house (either detached or attached) compared to 60% for ages 35 to 64. About 63% of people over 65 years live in a single-family house. • About 28% of people over 65 live in a multifamily unit. • A majority of people over 45 years old express an interest in remaining in their home or in their community as long as possible.¹⁹ 	<p>Household size decreases after age 55 in Junction City.</p> <ul style="list-style-type: none"> • About 68% of households 55 to 74 have two or more persons. • About 49% of households 75 years and older have two or more persons. • Nearly 40% of households 45 years and older are single-person households. 	<p>Junction City's household income peaks between age 45 to 64.</p> <ul style="list-style-type: none"> • Household income decreases after age 65. About 40% of Junction City's households over 65 had income of less than \$25,000, compared with 18% of households 45 to 64. • Householders over 65 years have a lower than average household income, at about 73% of Junction City's median household income. • Lower income does not necessarily result in greater problems with housing affordability or lower homeownership rates for people over 65 year. In general in Oregon: <ul style="list-style-type: none"> • Some householders over 65 have paid off their mortgage. For households who have paid off their mortgage, lower income does not necessarily result in lower disposable income or affect their ability to continue to own their home. • Older households may have more accumulated wealth, such as the value of their house or investments. 	<p>The major impact of the aging of the baby boomers on demand for new housing will be through demand for housing types specific to seniors, such as assisted living facilities. Baby boomers will make a range of housing choices in Junction City:</p> <ul style="list-style-type: none"> • Many will choose to remain in their houses as long as they are able. • As their health fails, some will choose to move to group housing, such as assisted living facilities or nursing homes. If these facilities are not available in Junction City, they will move to a nearby community where they are available. • Some may downsize to smaller single-family homes (detached and attached) or multifamily units. These will be a mixture of owner and renter units.²⁰ • Some may choose to move to retirement or age-restricted communities, if they are available in Junction City.

¹⁹ Multiple studies show that people over age 45 prefer to stay in their home or community as long as possible, including multiple surveys by AARP (see <http://www.aarp.org/research/surveys>). The AARP survey *Home and Community Preferences of the 45+ Population* shows that 85% of respondents want to stay in their current residence and community as long as possible.

		Affect of trends on household choice			
	Demographic trends	Age of household head	Household size and composition	Household income	Potential Affect on Housing Demand
Echo boomers Age in 2010 15 to 28 years old Age in 2030 35 to 48 years old	<p>Echo boomers are growing more slowly than the baby boomers but faster than most other segments of Lane County's population</p> <ul style="list-style-type: none"> By 2030, the State projects that there will be nearly 141,200 people age 20 to 39 years in Lane County, a 25% increase from the 91,600 echo boomers in 2000. Growth of people ages 20-39 will represent 21% of the total population growth between 2000 and 2030. 	<p>Younger households are more likely to rent and live in multi-family homes.</p> <ul style="list-style-type: none"> About 86% of people under 25 years old and 63% of people 25 to 34 years old were renters in Junction City. Homeownership rates increase for householders 35 to 44 years old; 50% of these Junction City households are owners. Over half of people 15 to 34 years live in a multifamily unit, compared with just over a quarter of people 35 to 64 years and 65 and older in Junction City. 	<ul style="list-style-type: none"> More than 81% of households between age 15 and 54 years have two or more persons. About 19% of households between 15 to 24 years are single-person households, compared with 32% of households 55 to 74 years. 	<p>Younger households have lower income on average.</p> <ul style="list-style-type: none"> Over 80% of households under 25 years (which includes college students) had income less than \$25,000. About 65% of households between 25 and 44 had an income of less than \$50,000 in Junction City. Households between 25 and 44 years have lower than average income, at about 97% of Junction City's median household income. Younger households generally have less accumulated wealth, such as housing equity. 	<p>Some recent research hypothesizes that echo boomers may make different housing choices than their parents as a result of the on-going recession and housing crisis. They suggest that echo boomers will prefer to rent and will prefer to live in multifamily housing, especially in large cities.²¹</p> <p>Other studies suggest that the majority of echo boomers' housing preference is to own a single-family home.²² Our conclusion based on review of recent research is that it seems unlikely that the majority of echo boomers will make fundamentally different housing choices than previous generations as they age and have families.</p> <ul style="list-style-type: none"> It seems likely that echo boomers will to choose to rent when they are under 30 years, most frequently a multifamily unit. This choice may be made from preference but is likely to be necessitated by lower income. As they establish their careers, their income increase, and they form families, it is likely that a large share of echo boomers in Junction City will choose to live in an owner-occupied single family house. Recent articles suggest that echo boomers who prefer single-family units may prefer (or only be able to afford) smaller single-family units. Echo boomers may choose to live in nearby cities, if housing in Junction City is not affordable.

²⁰ The AARP survey *Approaching 65: A Survey of Baby Boomers Turning 65 Years Old* of people 65 years old shows that about 15% of responding households are planning to downsize to smaller homes over the next few years.

²¹ Examples of such research include *Housing in America: The New Decade* from the Urban Land Institute or *The Rise of the Non-Traditional Household* from Multifamily Trends.

²² A national survey of Echo Boomers in 2010 shows that: two-thirds of Echo Boomers expect to own their home by 2015, that nearly two-thirds expect to live in a single-family home, one-quarter expects to live in an apartment or condominium. These results are from the Urban Land Institute study *Generation Y: America's New Housing Wave*.

Determine the needed density ranges for each plan designation and the average needed net density for all structure types

This section summarizes the forecast of new housing units in Junction City for the period 2011 to 2031. Table 18 shows the forecast of housing need by plan designation. Consistent with Table 10, Table 18 shows that Junction City will add 1,590 new dwelling units over the 20-year period.

Table 18 shows that new dwellings locating in Junction City between 2011 to 2031 will be distributed among plan designations, as follows:

- **Low Density Residential (LDR)** will accommodate 55% of new dwellings, 875 dwellings.
- **Medium Density Residential (MDR)** will accommodate 25% of new dwellings, 398 dwellings.
- **High density Residential (HDR)** will accommodate 20% of new dwellings, 318 dwellings.

Table 18. Forecast of future housing by plan designation, Junction City UGB, 2011-2031

	Estimate of Housing Units (2011-2031)
Total new dwelling units (2011-2031)	1,590
Dwelling units by density class	
Low Density Residential	
Percent Low Density Residential	55%
equals Total new DU in LDR	875
Medium Density Residential	
Percent Medium Density Residential	25%
Total new DU in MDR	398
High Density Residential	
Percent High Density Residential	20%
Total new DU in HDR	318

Source: ECONorthwest

The assumptions about the distribution of new dwellings among plan designations in Table 18 is consistent with the safe harbor for housing mix in OAR 660-024 Table 1. While Junction City is not using the safe harbor assumptions from OAR 660-024 Table 1, the City believes that these assumptions are reasonable assumptions about how Junction City will grow in the future based on:

- Between 2000 and 2008, two-thirds of new housing (212 dwellings) were built in LDR and about one-third (97 dwellings) were built in MDR.
- As part of the 2012 comprehensive plan update, the City established a high-density residential plan designation and made corresponding plan map amendments.
- Increasing the share of higher-density multifamily housing types built over the next 20-years will provide a broader range of housing options. This broader range of housing options can provide opportunities for workforce housing and affordable housing for new and existing residents of Junction City.

- About 69% of Junction City's current housing stock is single-family attached or manufactured homes. The remaining 31% of the City's housing stock is in: structures with two to four units (17% of dwellings), structures with 5 or more units (13%), or single-family attached housing (2%)
- About 37% of Junction City's households are cost burdened (pay more than 30% of their income for housing), with 44% of renters cost burdened and 33% of homeowners cost burdened.

Table 19 presents an estimate of residential land need to accommodate growth of 1,590 new dwellings over the 20-year period. Junction City will need 295 acres of residential land, at an overall density of 7.4 dwelling units per net acre of 5.4 dwelling units per gross acre. Table 19 shows the following land needs by plan designation:

- **Low Density Residential (LDR)** will develop at an average density of 5.9 dwelling units per net acre, or 4.2 dwelling units per gross acre, assuming a 29% net-to-gross acre factor. Junction City will need 209 gross acres of land in LDR.

The average density of 5.9 dwelling units per net acre is based on the development density for single-family detached housing during the 2000-2008 period (Table 3).

- **Medium Density Residential (MDR)** will develop at an average density of 9.5 dwelling units per net acre, or 6.7 dwelling units per gross acre, assuming a 29% net-to-gross acre factor. Junction City will need 59 gross acres of land in MDR.

The average density of 9.5 dwelling units per net acre is based on the assumption that development density in MDR will increase from 8.6 (observed development density during the 2000-2008 period (Table 4)) to 9.5 dwelling units per net acre. This assumption is based on:

- Anticipation of a broader range of housing options that may be developed in Junction City over the next 20-years based on changes in the City's housing policy.
- Need for additional affordable housing, as shown by the large share of cost-burdened renters (44% of renters).
- The density assumption also assumes that the net-to-gross conversion factor for MDR will be the same as for LDR (rather than the 32% shown in Table 23). This rationale for this assumption is that the newer development in MDR will require the same amount of land for rights-of-way as LDR, rather than more land for rights-of-way.
- **High density Residential (HDR)** will develop at an average density of 13.0 dwelling units per net acre, or 11.4 dwelling units per gross acre, assuming a 12% net-to-gross acre factor. Junction City will need 28 gross acres of land in HDR.

Junction City does not currently have a high density Comprehensive Plan

designation. The average density of 13.0 dwelling units per net acre is based on the development density of multifamily housing (e.g., apartments or duplexes), single-family attached housing, and manufactured dwellings in parks achieved during the 2000-2008 period (Table 3).

Table 19. Residential land need estimate, Junction City UGB, 2011-2031

Plan Designation	Number of DU	Density (DU/Net Ac)	Net Acres Needed	Density (DU/Gross Acre)	Gross Acres Needed
Low-density (55% of total DU need)	875	5.9	148	4.2	209
Medium-density (25% of total DU need)	398	9.5	42	6.7	59
High-density (20% of total DU need)	318	13.0	24	11.4	28
TOTAL	1,590	7.4	215	5.4	295

Source: ECONorthwest

The assumptions about housing density in Table 19 exceed the safe harbor for housing density in OAR 660-024 Table 1, which requires a city to assume an overall minimum of 7.0 dwellings per net acre for a UGB analysis. While Junction City is not using the safe harbor assumptions from OAR 660-024 Table 1, the City finds that an average residential density of 7.4 dwelling units per net acre will meet identified housing needs for the following reasons:

- The assumed net densities by plan designation (see Table 19) are based on actual densities achieved in Junction City over the 2000 to 2008 period.
- Junction City is addressing need for additional affordable housing through several measures that increase the types of housing available in Junction City, including availability of higher density housing:
 - Junction City is establishing a high-density residential plan designation, which will allow housing up to 27.4 dwelling units per acre.
 - Junction City is planning for a shift in the mix of housing types. Over the 2000 to 2008 period, housing in LDR accounted for about 67% of new housing and the remaining 33% in MDR. The City is assuming that housing in LDR will account for 55% of new housing, with 25% of new housing in MDR and 20% in HDR.

Table 19 shows housing need for net acres,²³ which does not include land for rights-of-way (e.g., roads or sidewalks). Table 19 shows a conversion of net acres to gross acres based on the net-to-gross assumptions in Table 23.

²³ The housing needs analysis is conducted in net acres. OAR 660-024-0010(6) uses the following definition of net buildable acre. “Net Buildable Acre” consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads. While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads.

Need for Government-Assisted housing

Table 15 gives an indication of need for government assisted housing. About 15% of households earn less than \$15,000 and are unable to afford any type of housing based on HUD's estimate of fair market rent for a studio apartment (\$500 per month). Households earning between \$15,000 and \$35,000 may also have need for government assisted housing, especially larger households. For example, a household earning about \$32,000 can afford a two-bedroom house at HUD's estimate of fair market rent (\$768 per month). If the household has more than four members, then a two-bedroom dwelling will be crowded and the household might have a need for government assisted housing.

The households most likely to qualify and need government assisted housing are those earning 30% or less than the County's median family income. About 17% of Junction City's households have income of less than 30% of the County median family income (earning less than \$17,160 annually). In addition, about 15% of Junction City's population earn between 30% to 50% of the County median family income (earning up to \$28,600 annually), some of whom would qualify for government-assisted housing.

Junction City has one government-assisted housing development, Northtowne Apartments, which has 34 one-bedroom units. Junction City does not build government-assisted affordable housing. This type of housing is generally built by third-party affordable home builders or other external groups. The City does not restrict development of government-assisted housing on land designated for residential development. The City will work with organizations to develop government-assisted housing. Thus, the City concludes that the need to plan for government-assisted housing is met.

Need for manufactured housing in parks

Manufactured homes are and will be an important source of affordable housing within Junction City in the future. They provide a form of homeownership that can be made available to low and moderate income households. Cities are required to plan for manufactured homes—both on lots and in parks (ORS 197.475-492).

Generally, manufactured homes in parks are owned by the occupants who pay rent for the space. Monthly housing costs are typically lower for a homeowner in a manufactured home park for several reasons, including the fact that property taxes levied on the value of the land are paid by the property owner rather than the manufactured homeowner. The value of the manufactured home generally does not appreciate in the way a conventional home would, however. Manufactured homeowners in parks are also subject to the mercy of the property owner in terms of rent rates and increases. It is generally not within the means of a manufactured homeowner to relocate a manufactured home to escape rent increases. Living in a park is desirable to some because it can provide a more secure community with on-site managers and amenities, such as laundry and recreation facilities.

OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial or high density residential development. Manufactured housing parks are not an outright permitted use in Junction City's R-2 zone but are an allowed use in zones R-3 and R-4.

According to Census data, the City had 87 manufactured homes in 1990 and 236 manufactured homes in 2005-2009, an increase of 149 dwellings. Table 20 presents the inventory of mobile and manufactured home parks within Junction City in 2012 based on information from the Oregon Housing and Community Services' (OHCS) Manufactured Dwelling Park Directory. The results show that Junction City had 10 manufactured home parks with 282 spaces and 1 vacant space.

Table 20. Manufactured housing parks, Junction City, 2012

Park	Plan Designation or Zoning District	Type	Spaces	
			Total	Vacant
Farmview Park	R-4	55+	22	0
Our Tivoli Park	MDR	Family	42	0
Prairie Winds of Junction City	Commercial / LDR	Family	25	0
Scandia Village	R-4	55+	62	1
The Meadow on Pitney Pond	R-4	Family	104	0
Valley Village Park	MDR	Family	18	0
Terra Firma	General Commerical		9	Unknown

Source: Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory, <http://o.hcs.state.or.us/MDPCR Parks/ParkDirQuery.jsp>

ORS 197.480(2) requires Junction City to project need for mobile home or manufactured dwelling parks based on: (1) population projections, (2) household income levels, (3) housing market trends, and (4) an inventory of manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial or high density residential.

Table 10 shows that Junction City will grow by 3,646 persons in households or 1,590 dwelling units over the 2011 to 2031 period. This projection is based on the City's adopted population projection.

Analysis of housing affordability (in Table 16) shows that about one-third of Junction City's new households will be low income, earning 50% or less of the County's median family income. One type of housing affordable to these households is manufactured housing.

The Census and OHCS data show a different number of manufactured dwellings, 236 in the Census data and 419 in the OHCS data. Manufactured housing accounts for between 10% and 20% of Junction City's current housing stock (about 2,300 dwellings according to the current Census data).

National, state, and regional trends during the 2000 to 2008 period showed that manufactured housing parks were closing, rather than being created. For example, over that eight year period, one manufactured home park closed in Eugene, allowing for

redevelopment of the manufactured home park. Anecdotal evidence suggests that the trend in closing and redeveloping manufactured home parks has slowed (or even stopped) between 2008 and 2011. It is unclear, however, whether the trend to closure and redevelopment of manufactured housing parks will continue after the housing market recovers from the current downturn.

Given the longer-term trend for closing manufactured housing parks, future demand for new manufactured home parks may be low, compared to the existing supply of manufactured housing. Table 16 shows that the households most likely to live in manufactured homes in parks are those with incomes \$17,000 and \$29,000 (30 to 50% of median family income). Assuming that about one-quarter of new households in this income category choose to live in manufactured dwellings in parks, the City may need one or two new manufactured housing parks with a total of about 60 new spaces, requiring about 5 acres of land.

ORS 197.408(3) requires the City to “establish the need for areas to be planned and zoned to accommodate the potential displacement of the inventoried mobile home or manufactured dwelling parks” for manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial or high density residential development. About 197 manufactured dwelling are located in these plan designations. If about one-quarter of these households are displaced by redevelopment of manufactured dwelling parks, then the City will have need for about 50 new dwellings, which at high density residential densities would require about 4 acres of land.

IV. Sufficiency of Residential Land Within the Junction City UGB, 2011-2031

This section presents an evaluation of the sufficiency of vacant residential land with the Junction City UGB to accommodate expected residential growth over the 2011 to 2031 period. This section includes an estimate of Junction City's residential land sufficiency, based on the analysis in the housing needs analysis.

Buildable residential land supply

Appendix I presents the analysis of Junction City's buildable lands inventory. Tables 21 and 22 summarize the results of this analysis. Table 21 shows residential acres by classification (e.g., the classifications described on pages 3 and 4) and constraint status for the Junction City UGB in 2010. Analysis by constraint status (the table columns) shows that about 309 acres are classified as built or committed (e.g., unavailable for development), 237 acres were classified as constrained, and 332 were classified as vacant buildable.

Table 21. Total residential acres by classification, Junction City UGB, 2010

Plan Designation	Tax Lots	Acres in Tax Lots	Land Not Available For Housing		Land Available For Housing
			Developed Acres	Constrained Acres	Buildable Acres
Developed	1632	386	295	91	0
Master Plan	6	299	0	129	170
Partially Vacant	56	88	14	4	70
Vacant	266	105	0	13	91
Total	1,960	877	309	237	332

Source: City of Junction City data; analysis by ECONorthwest

Note: The number of buildable acres is rounded.

Table 22 shows vacant land by plan designation. The results show the majority of vacant, unconstrained residential land is in the Low-Density Residential designation (252 of 332 vacant, unconstrained acres). About 45 vacant unconstrained acres are designated Medium-Density Residential, less than one acre Commercial-Residential, and 34 High Density Residential.

Table 22. Vacant and Partially Vacant residential land by plan designation, Junction City UGB, 2010

Plan Designation	Tax Lots	Acres in Tax Lots	Acres Unavailable for Housing		Unconstrained Acres
			Developed Acres	Constrained Acres	
Commercial-Residential	5	1	0	0	1
Low-Density Residential	247	400	11	137	252
Medium Density Residential	64	52	2	5	45
High Density Residential	12	39	1	4	34
TOTAL	328	492	14	146	332

Source: City of Junction City GIS data; analysis by ECONorthwest

Note: The number of buildable acres is rounded.

Land needed for other uses

Cities need to provide land for uses other than housing and employment. Public facilities such as schools, governments, or parks. Many communities have specific standards for parks. School districts typically develop population projections to forecast attendance and need for additional facilities. All of these uses will potentially require additional land as a city grows.

Previous sections estimated land demand for housing; this section considers other uses that consume land and must be included in land demand estimates. Demand for these lands largely occurs independent of market forces. Many can be directly correlated to population growth.

Junction City has addressed land needed for government uses through the economic opportunities analysis. This section addresses land need for rights-of-way, parks, and schools.

Rights-of-way

Table 23 shows the amount of land in residential plan designations that is in tax lots and that is not in tax lots in Junction City in 2008. Land not in tax lots is typically land used for public uses such as rights-of-way. Other public uses where land is in tax lots, such as parks or schools, is addressed in a separate analysis.

The ratio of land not in tax lots to land in tax lots provides a way to convert from *net* acres to *gross* acres.²⁴ Table 23 shows Junction City's average net-to-gross conversion factor is 25%, meaning that 25% of all residential land in Junction City is outside of tax lots.

²⁴ The housing needs analysis is conducted in net acres. OAR 660-024-0010(6) uses the following definition of net buildable acre. "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads. While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads.

Table 23. Land not in tax lots, net-to-gross conversion for residential plan designations, Junction City UGB, 2008

Plan Designation	Total Acres	Acres in Tax	Acres Not in	Net to Gross Factor
		Lots	Tax Lots	
Low-Density	239	171	68	29%
Medium-Density	157	107	50	32%
High-Density	154	135	19	12%
Total / Average	550	413	137	25%

Source: Junction City GIS, LCOG address file; analysis by ECONorthwest
 Note: High-Density housing includes dwellings built in zones R-3 and R-4.

Parks

Junction City prepared and adopted a Parks Master Plan (The Parks and Paths of Junction City: an Integrated Parks, Open Space and Trails Master Plan) on May 11, 2010. The Plan includes a community needs assessment that details the City's strategies for meeting park facility needs for the 2010-2030 period. Following are key findings from the Junction City Parks Master Plan related to park needs.

Park Inventory. The Parks Plan includes an inventory of parks in Junction City. The Plan states:

There are currently 14.64 acres of developed City maintained parkland within the City. This includes eleven park spaces that are owned by the City, one by Lane County, and one that is owned by the School District. The parks owned by the City include neighborhood parks, pocket parks, and special use parks that serve the day-to-day recreation needs of the community. There is an additional 22.77 acres of parkland that has been acquired by the City for park development.

Level of Service. Most parks plans identify a current and desired future level of service standard, which is typically expressed as acres per 1000 residents. The purpose of the level of service standard is to estimate how much park land will be need to meet future population growth.

Based on the park inventory, the plan concludes Junction City has a current level of service of 2.85 acres per 1000 residents. The Plan indicates that the City expects the level of service to increase to 7.28 acres per 1000 residents after development of two undeveloped public park spaces (Raintree Meadows and The Reserve).

The Parks Plan establishes a future level of service standard of 10 acres per 1000 population.

Based on this level of service standard, the Parks Plan identifies an existing

deficit of parkland as of 2010. **The plan identifies a 13.94 acre deficit to meet current needs as stated by the level of service. In other words, the City needs to add 13.94 acres to the system to achieve the 10 acre per 1000 level of service standard in 2010.**

The Plan identifies a **2030 need of 60.59 acres** (inclusive of the 13.94 acre existing deficit) to achieve the 10 acre per 1000 level of service standard with a 2030 population of 10,268 persons. In summary, the City will need 100.27 acres of parkland in 2030 to meet identified needs. The City has a current inventory of 37.41 acres.

In summary, the Parks Master Plan identifies a deficit of 60.59 acres for parks. The City needs 60.59 additional acres of parkland between 2011 and 2031 to meet its desired level of service standard of 10 acres per 1000 population.

The next step in the process of assessing park need is to allocate the need to plan designations. Most of the city's current inventory of parkland is designated "Public" on the Comprehensive Plan map. Typically, parkland is acquired out of the residential land base and redesignated after acquisition. Moreover, the Parks Master Plan identifies sites the city currently owns as sites for future parks. The Master Plan also identifies general areas where the city would like to acquire parkland, but does not identify specific privately-owned parcels. Many of these sites are inside the UGB, so acquisition and development of these sites for park use would reduce the amount of land in the residential inventory.

Thus, the city finds that parkland needs should be allocated as part of the overall residential land inventory.²⁵ The Parks Master Plan recommends that park and open space development occur in residential areas, but does not identify how that need would be allocated by plan designation. The city finds it appropriate to allocate future parkland proportionally to acres needed for housing by plan designation. Table 24 shows the allocation of parkland need by plan designation.

Table 24. Parkland need by Plan Designation, 2012-2032

Plan Designation	Gross Acres Needed for Housing	Percent of Acres Needed for Housing	Acres Needed for Parks
Low-Density Residential	209	71%	42.8
Medium-Density Residential	59	20%	12.1
High-Density Residential	28	9%	5.7
Total	296	100%	60.6

²⁵ For example, 71% of the City's residential land need is in LDR. As a result, 71% or 42.8 acres of park land need will be in LDR.

Schools

A level of service or empirical method is not appropriate for determining lands needed for schools because such methods are not representative of a typical district's land needs or enrollment projections. In October 2011, the Junction City School District had an enrollment of 1,675. This does not meet the 2,500 student threshold for large district facility plans as required by ORS 195.110.

While the enrollment does not meet the ORS 195.110 requirement, our experience is that the City and District will be required to provide some evidence by way of analysis to support the need. A letter from the District stating a land need is not sufficient. An adopted facilities plan is.

Junction City School District 69 adopted a long-term facilities plan on August 25, 2008 (see attachment). That plan does not identify any land needs. According to correspondence with District staff, the District is about to initiate an update to the 2008 facilities plan. According to communications between the school district and City Administrator Watson, the district does not anticipate additional land need for schools to accommodate growth over the 2011 to 2031 period.

Comparison of land supply and land need

Table 25 shows a comparison of residential land supply (Table 23) with the residential land need estimate (Table 19). The results show that Junction City has a deficit of 26 acres of medium density residential land. Junction City has a one acre surplus of land in low density residential and commercial/residential land.

Table 25. Comparison of buildable residential land with land needed for housing and parks, gross acres, Junction City, 2011-2031

Plan Designation	Zoning	Buildable Land (Gross Acres)	Needed Land (Gross Acres)		Surplus/ (deficit) (Gross Acres)
			Housing	Parks	
LDR	R1	252	209	43	0
MDR	R2	45	59	12	-26
HDR	R3/R4	34	28	6	0
Commercial/Residential	CR	1			1
TOTAL		332	295	61	

Source: City of Junction City GIS data; analysis by ECONorthwest

Note: The number of buildable acres is rounded.

The buildable land figures presented in Tables 21 to 22 include several land use efficiency measures proposed by the CCPC and documented in Appendix I:

Redesignation of the Oaklea site from Professional-Technical to LDR/MDR. The Oaklea site is 85 acres in area, with about 15 acres in constrained areas. This leaves 70 buildable acres. The City Council/Planning Commission recommendation is to

designate 60 buildable acres of the site as LDR, 9 buildable acres as MDR, and 1 buildable acre as HDR.

Redesignation of 32 acres of LDR land to MDR. This measure is intended to meet an identified deficit of MDR in locations that are in close proximity to transportation corridors and services. The land is in four separate sites (9 individual tax lots) with about 31 buildable acres.

Creation of a High Density Residential Plan Designation. To meet identified needs for higher density housing types, Junction City will add a high density residential (HDR) plan designation and make corresponding plan map amendments. Junction City currently has two zoning districts that allow high density housing (R-3 and R-4), but it does not have a high-density residential plan designation. The City will create a new high density residential plan designation as a part of this process.

Conclusions

Junction City is planning to meet identified housing needs through provision of a range of housing types, as described in Table 18. Junction City has identified and planning to meet the need for:

Affordable housing. Junction City identified need for affordable housing, including need for housing to accommodate the portion of Junction City's households earning less than 80% of Lane County's median family income, which includes 57% of the City's households. Income is lower in Junction City than in Lane County, with a median in Junction City of at 90% of the County's average. Junction City's housing costs are also lower than the County, with median housing value in Junction City at 81% of the County's average.

Junction City is planning to provide for needed affordable housing through a variety of means: increases in the share of multifamily housing, creation of a high-density plan designation, providing sufficient land in MDR and HDR Plan Designations, and providing opportunities to development of new manufactured dwelling parks. In addition, the City will work with affordable housing providers to develop government-assisted housing, as funding is available.

Table 16 shows the need for housing affordable to the full range of incomes. Given that Junction City has relatively low housing prices (compared to Lane County) and the City's measures to increase opportunities for development of affordable housing, Junction City is providing opportunity for development of market-rate housing affordable to all income levels. Development of government-assisted housing for households that cannot afford market-rate housing is discussed below.

Government assisted housing. Junction City identified need for government-assisted housing for qualifying households, including approximately one-third of the City's households who earn less than 50% of Lane County's median family income. Junction City does not build government-assisted affordable housing. This type of housing is

generally built by third-party affordable home builders or other external groups. The City does not restrict development of government-assisted housing on land designated for residential development. The City will work with organizations to develop government-assisted housing.

Manufactured housing parks. ORS 197.408 requires cities to identify need for land for manufactured dwelling parks and for potential displacement of existing housing (through redevelopment) in manufactured housing parks. Junction City identified a need for about five acres of land to accommodate new manufactured dwelling parks and about four acres of land to accommodate displacement of housing in existing manufactured housing. The City can accommodate these land needs on surplus land in the HDR Plan Designation or through use of land in the MDR Plan Designation.

Based on the residential land need identified in Table 19 and the supply of vacant and partially vacant land in Table 23, Junction City has a deficit of land to meet residential land needs. Table 25 shows Junction City's total residential land deficit to accommodate growth over the 2011 to 2031 period, including land for public and semi-public uses. Table 25 shows that Junction City has a 26 acre deficit of MDR land.

Junction City identified land use efficiency measures to address land deficits (as required by OAR 660-024-0050). These efficiency measures are described in Appendix I and primarily consist of redesignating land within the existing UGB for more efficient uses, as well as creating a high-density residential plan designation. The land needs shown in Table 25 will need to be addressed through expansion of the City's UGB.

V. Housing Policy

Goal 1: To provide for the housing needs of the citizens of Junction City in adequate numbers, price ranges, and rent levels which are commensurate with the financial capabilities of Junction City households.

Goal 2: To provide adequate housing that is affordable to Junction City workers at all wage levels.

Goal 3: To lessen the impact of rising housing costs by requiring a more efficient use of lands available and buildable for new housing.

Goal 4: To ensure that all new multi-family complexes be developed in a manner to provide an aesthetically pleasing environment.

Goal 5: To ensure that all housing comply with Junction City Ordinances, and State and Federal Law.

Policies:

Policy 1: The City of Junction City shall periodically assess the housing needs and desires of Junction City residents to formulate or refine specific action programs to meet those needs.

The City shall prepare a residential monitoring report every five years to assure compliance with Policy 2 of the Housing Element.

Policy 2: The City of Junction City shall plan for and maintain a residential buildable land inventory consistent with the following density and housing mix:

For all housing maintain an overall minimum density of at least 5 dwelling units per net acre.

Maintain a land base that allows for the following housing mix by plan designation (as measured by the percentage of dwelling units that must be allowed by zoning): 55% low density residential; 25% medium density residential; 20% high-density residential.

Policy 3: The City of Junction City shall designate and zone land for different housing types in appropriate locations. Multi-Family housing types shall be located in areas that are close to major transportation corridors and services.

Policy 4: The City of Junction City shall encourage the dispersal of multi-family housing land uses throughout the city in areas readily accessible to schools, parks, and shopping.

Policy 5: New multi-family units shall be developed on the basis of provisions of R-2, R-3 and R-4 zoning districts.

Policy 6: For the property designated as LDR/MDR/HDR located west of Oaklea Dr., the City shall allow high density residential development on 1 acre, medium density residential development on 9 acres of the site, with the remaining acreage to be developed as low density residential development. The specific layout of the housing on the property shall be approved through a Master Plan.

Policy 7: The City of Junction City shall coordinate planning for housing with provision of infrastructure. The Planning Department shall coordinate with other city departments and state agencies to ensure the provision of adequate and cost-effective infrastructure to support housing development.

Policy 8: The City of Junction City recognizes that mobile homes and manufactured dwellings provide an affordable alternative to the housing needs of the citizens of Junction City. The city shall provide for those types of housing units through appropriate zoning provisions through the following measures:

Policy 8a: The City of Junction City shall allow manufactured homes, as defined in ORS 446.003(25)(a)(C), within all residential zones that allow 10 or fewer dwelling units per net buildable acre.

Policy 8b: The City of Junction City shall allow the development of manufactured dwelling parks in areas planned and zoned for residential uses sufficient to accommodate the need established pursuant to ORS 197.480.

Policy 8c: The City of Junction City shall permit the construction of manufactured home subdivisions at a density of six to twelve units per acre.

Policy 8d: The City of Junction City shall apply the recreational area standard, design review process, and homeowner association provisions to the Planned Unit Development zoning district to all mobile home subdivisions.

Policy 8e: The City of Junction City shall strictly enforce site development standards and the maintenance standards of the zoning ordinance within mobile home subdivisions.

Appendices

Appendices:

- A. Comprehensive Plan Designations Map
- B. Zoning Map
- C. Comprehensive Plan and UGB Amendment Justification and Findings Report
- D. Local Wetland Inventory
- E. Economic, Social, Environmental and Energy (ESEE) Analysis
- F. Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis
- G. Residential Buildable Lands Inventory